

THE  
ARIZONA LEGISLATIVE  
BILL DRAFTING MANUAL  
2005

THE ARIZONA LEGISLATIVE COUNCIL

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BILL DRAFTING MANUAL  
2005**

**THE ARIZONA LEGISLATIVE COUNCIL  
STATE CAPITOL BUILDING**

**THIS MANUAL WAS PREPARED UNDER THE AUTHORITY OF:  
THE ARIZONA LEGISLATIVE COUNCIL**

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**GENERAL TABLE OF CONTENTS**

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	Page
SCOPE AND USE OF MANUAL .....	1
THE DRAFTING PROCESS .....	2
A BILL AND ITS PARTS .....	5
MEASURES OTHER THAN BILLS .....	18
COMMON BILL PROVISIONS .....	26
GENERAL INSTRUCTIONS AS TO FORM AND STYLE .....	68
AMENDMENTS .....	91
APPENDIX A - SAMPLES.....	99
APPENDIX B - RULES AND DEADLINES .....	140
APPENDIX C - BILL DRAFT CHECKLIST .....	142
APPENDIX D - BIBLIOGRAPHY .....	143
INDEX .....	144

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## SCOPE AND USE OF THE ARIZONA LEGISLATIVE BILL DRAFTING MANUAL

The Arizona Legislative Bill Drafting Manual is the manual of form and style to be used in the preparation of bills and other legislative proposals. It is based on generally accepted drafting principles and conventions. However, the samples used in this manual should not be copied without careful consideration of their appropriateness for a particular legislative proposal.

## *ACTS*

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No. I                      AN ACT  
To Locate the Capital of the Territory of Arizona Permanently  
at the City of Phoenix, in the County of Maricopa.

*Be it enacted by Legislative Assembly of the Territory of  
of Arizona:*

SECTION I. That on and after the fourth day of Februarv,  
in the year of our Lord, Eighteen Hundred and Eighty-Nine ,  
the permanent seat of Government and Capital of this Terri-  
tory shall be, and the same is, hereby located and established  
at the City of Phoenix, in the County of Maricopa.

SEC. 2. All Acts and parts of Acts inconsistent with  
this Act are hereby repealed.

SEC. 3. This Act shall take effect and be in force fom and  
after its passage..

Approved January 26, 1889.

## **CHAPTER 1**

### **THE DRAFTING PROCESS**

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- 1.1 Bill Requests
- 1.2 Drafting Requirements
- 1.3 Confidential Nature of Records
- 1.4 Bill Request and Bill Introduction Deadlines

## **CHAPTER 1**

### **THE DRAFTING PROCESS**

#### **1.1 BILL REQUESTS**

Proposed legislation is drafted by the Arizona legislative council. All proposed legislation must first be submitted to the legislative council staff as a bill request. The legislative council is not allowed to create a file or draft legislation without the specific authorization of a legislator in the form of a bill request. However, a legislator is not obligated to introduce the legislation and may cancel the request or find another sponsor.

A legislator-elect who is not currently serving in the legislature may submit a bill request after that person's election is certified by the secretary of state. Others, including private citizens, must obtain authorization from a legislator to use the legislator's name before giving instructions to the legislative council. If another person makes a request on behalf of a sponsoring legislator, written authorization is necessary only if the sponsor has previously indicated this requirement to the legislative council.

The legislative council staff is available on a year-round basis to assist legislators, legislative staff and state agencies in the preparation of proposed legislation.

#### **1.2 DRAFTING REQUIREMENTS**

The bill drafting process begins with the drafter obtaining the objectives for a legislative proposal from either the legislator who is sponsoring the bill or from the legislator's authorized agent. The drafter then converts the sponsor's request into proper form, style and legal terminology and fits the proposal into the framework of existing statutory law. The drafter reviews pertinent provisions of the Arizona Constitution, the United States Constitution, court decisions, existing statutes, the Arizona Revised Statutes *Internal Reference Manual*, the *Annual Report on Defects in the Arizona Revised Statutes and State Constitution*, 1998 Proposition 105, the *Table of Sections Affected*, Sutherland, *Statutes and Statutory Construction* and other relevant sources and advises the legislator of any known problems or conflicts.

The legislative council staff delivers a bill in draft form to the sponsor for review. The final review and decision-making process as to the contents of a bill rest with the legislator. The legislative council prepares the bill for introduction only when it is specifically requested to do so by the sponsor or the sponsor's authorized agent. The final introduction set, according to current procedure, contains a signature sheet required by House and Senate rules and the prescribed number of copies of the bill, memorial or resolution. Note: The drafter may make further revisions only when the sponsor returns this introduction set to the legislative council.

### **1.3 CONFIDENTIAL NATURE OF RECORDS**

Rule 20 of the rules of the Arizona legislative council requires that records and files of the council office be maintained on a confidential basis. Employees of the council may not discuss or disclose the existence or substance of a request of any person on file in the office with anyone other than the council staff, the person making the request or the sponsor's authorized agent unless the request for a bill or research stipulates that the request and results need not be held confidential and may be disclosed to others.

### **1.4 BILL REQUEST AND BILL INTRODUCTION DEADLINES**

Current limitations regarding bill requests and bill introduction are found in Appendix B.

## **CHAPTER 2**

### **A BILL AND ITS PARTS**

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- 2.1 Appropriate Use of a Bill
- 2.2 Statutory Law and Session Law
- 2.3 Sample Bill
- 2.4 Reference Title
- 2.5 Introducing Body and Legislative Session Designation
- 2.6 Bill Number and Sponsor
- 2.7 Bill Title
- 2.8 Enacting Clause
- 2.9 Bill Section Numbering and Section Headings
- 2.10 The Body of the Bill
- 2.11 Germaneness



## **CHAPTER 2**

### **A BILL AND ITS PARTS**

#### **2.1 APPROPRIATE USE OF A BILL**

A bill is the appropriate vehicle for proposing a change in statutory law and session law and is the most numerous of legislative measures. Its proper use encompasses every conceivable subject and is limited only by state and federal constitutional standards. Typical bills are those that:

- Establish governmental agencies and programs.
- Prescribe the powers and duties of state agencies and of individual officers and employees.
- Define crimes and classify punishments for actions that are prohibited as public offenses.
- Appropriate monies for capital outlay and operating expenditures.
- Determine licensing and regulatory standards for professions and occupations.
- Prescribe qualifications, the term of office and the compensation of public officers.
- Provide for the imposition, collection and distribution of tax monies.

#### **2.2 STATUTORY LAW AND SESSION LAW**

All enactments of a legislative session are termed "session law" and are published periodically during the session and compiled in a bound session law volume after the session adjourns. An enactment may amend or repeal codified law, enact new codified law, enact laws of an explanatory or temporary nature or include a combination of these actions.

Statutory law is a law that is of an indefinite duration or application. For this reason it is sometimes referred to as "permanent" law. Statutory law is codified in the Arizona Revised Statutes in an appropriate title, chapter and article.

Enacted provisions that have only a temporary application are not codified in Arizona Revised Statutes. Temporary laws could be used, for example, to establish a study committee or provide a temporary exemption from or suspension of statutory law. In the annotated West Group edition of the Arizona Revised Statutes, temporary laws are usually published in small type at the beginning of the article that relates to its subject for the purpose of making a historical record of provisions relating to the statutory law.

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Note:

- The terms "temporary law" and "session law" are sometimes used interchangeably. However, as explained above, session law is actually a comprehensive compilation of all enactments, both permanent and temporary.

- Although a law may appear to be temporary by nature, there is no automatic termination or repeal unless the termination or repeal is enacted by the legislature. Likewise, the fact that a law is not codified in Arizona Revised Statutes does not mean that it has no continuing effect. The termination of a law must be stated by the law's terms or by a separate repeal. Otherwise the law is subject to any continuing application that can be derived from its terms.

- The fact that a law is temporary in nature and not codified in Arizona Revised Statutes does not mean that it is subordinate to statutory law. Any law that is enacted by the legislature has the same status as any other enacted law and may be enforced and applied according to its terms regardless of whether it has permanent or temporary effect.

- While temporary law may contain a cross-reference to statutory law, a statutory section may never refer to temporary law.

## 2.3 SAMPLE BILL

The following sample uses a nonexistent statutory section to illustrate the bill format used by the legislative council to draft legislation:

(2.4) REFERENCE TITLE: charitable solicitations; limitation;  
enforcement; appropriation

(2.5) State of Arizona  
(Introducing House)  
Forty-seventh Legislature  
First Regular Session  
2005

\_. B. \_\_\_\_

(2.6) Introduced by \_\_\_\_\_

AN ACT

(2.7) AMENDING SECTION 50-123, ARIZONA REVISED STATUTES; AMENDING TITLE 50, CHAPTER 1, ARTICLE 1, ARIZONA REVISED STATUTES, BY ADDING SECTION 50-124; REPEALING SECTION 50-129, ARIZONA REVISED STATUTES; REPEALING LAWS 1953, CHAPTER 10, SECTION 3; MAKING AN APPROPRIATION; RELATING TO CHARITABLE SOLICITATIONS.

\* \* \*

(2.8) Be it enacted by the Legislature of the State of Arizona:

(2.9) Section 1. Section 50-123, Arizona Revised Statutes, is amended to read:

(2.10) 50-123. Charitable solicitations by telephone; limitation

A charity shall not use the telephone to solicit donations on ~~Sunday~~ THE WEEKEND and between ~~10:00~~ 6:00 p.m. and 9:00 a.m.

Sec. 2. Title 50, chapter 1, article 1, Arizona Revised Statutes, is amended by adding section 50-124, to read:

50-124. Hearing officers

THE DIRECTOR SHALL USE HEARING OFFICERS TO ENFORCE THIS ARTICLE.

Sec. 3. Repeal

Section 50-129, Arizona Revised Statutes, is repealed.

Sec. 4. Repeal

Laws 1953, chapter 10, section 3 is repealed.

Sec. 5. Appropriation; purpose

The sum of \$45,653 is appropriated from the state general fund in fiscal year 20\_\_ - 20\_\_ to the department of charitable solicitations to hire hearing officers as required by this act.

***Note: The text of a bill appears beginning on the first page that follows the bill title.***

## **2.4 REFERENCE TITLE**

In the upper right-hand corner of each bill, resolution and memorial is the reference title, commonly referred to as the short title. It is used to give a brief idea of the nature of the bill and to aid in indexing, but it is not part of the substantive law of the bill. The reference title is limited to five or fewer words. Words and phrases used in the reference title are separated by a semicolon. Only proper nouns are capitalized. Do not begin a reference title with a number.

Note: Only use identical reference titles if identical bills are drafted and add a period to the end of one of the reference titles to distinguish that bill from the other.

- Pursuant to council rule 22, the legislative council has determined that the reference title must be an accurate and inclusive description of the contents of the measure and shall not reflect political, promotional or advocacy considerations. Legislative council staff shall make the final determination of the contents of the reference title of each measure that is introduced. (Adopted 11/7/96.)

## **2.5 INTRODUCING BODY AND LEGISLATIVE SESSION DESIGNATION**

The words in the upper left portion designate the legislative body, session of the legislature and year in which the bill is presented. This information is automatically formatted by bill drafting computer formatting.

## **2.6 BILL NUMBER AND SPONSOR**

The letters "S.B. \_\_\_\_" or "H.B. \_\_\_\_" and the phrase "Introduced by \_\_\_\_\_" indicate the legislative body in which the bill will be introduced and the name or names of the sponsor or cosponsors. On introduction, the blanks are filled in by House or Senate staff who assign a number to the bill and enter the name or names of the sponsor or cosponsors.

## **2.7 BILL TITLE**

### Constitutional Requirements

A title is a constitutional requirement of every bill and has a significant legal effect. The Arizona supreme court has ruled that a title need not be a complete description or index of the substantive law in the bill, but it must not be deceptive or misleading. While the title need not be a synopsis of the bill's contents, it must state the subject of the legislation with sufficient clarity to enable persons reading the title to know what to expect in the body of the act. See White v. Kaibab Road Improvement District, 113 Ariz. 209, 550 P.2d 80 (1976); Hoyle v. Superior Court, 161 Ariz. 224, 778 P.2d 259 (1989).

The courts will not invalidate a bill merely because a better title might have been devised if the title fairly states the subject of the legislation to give notice. See In re Lewkowitz, 70 Ariz. 325, 220 P.2d 229 (1950).

### Order of Title

The bill title is completely capitalized and begins with the phrase "AN ACT". This is followed immediately by:

- A listing of all changes to the A.R.S. (i.e., amendments, repeals and additions to statutory sections). The order of the list usually follows the order that these amendments, repeals and additions appear in the bill itself, but the drafter may group statutory changes according to treatment (i.e., all amended sections would be listed in the bill title together as would all repealed sections and all added sections). Note: Delayed repeals of statutory sections are included in the listing of statutory changes.

- A listing of amendments to or repeals of previously enacted temporary laws. This includes delayed repeals of previously enacted temporary laws. Note: New temporary law is not listed in the bill title unless the temporary law is the only provision in the bill.

- "BLENDING MULTIPLE ENACTMENTS", if applicable. This phrase is only used if the bill combines a statute having multiple versions and makes no substantive changes to the previously enacted language.

- "MAKING AN APPROPRIATION" if the bill contains an appropriation. Note: If a bill has as its sole purpose the appropriation of monies, it should state that the bill is making an appropriation, name the agency receiving the appropriation and briefly state the purpose of the appropriation. For example, "MAKING AN APPROPRIATION TO THE DEPARTMENT OF LAW FOR THE PRESERVATION OF RECORDS." Note also: If a bill contains more than one appropriation the bill title must reflect this fact by stating "MAKING APPROPRIATIONS".

- "RELATING TO ...". This should be a single phrase containing a general statement of the single subject of the bill (art. IV, part 2, § 13, Constitution of Arizona). Since this is a statement of a subject, do not use a verb. (Use "RELATING TO SCHOOL BOARD ELECTIONS" rather than "RELATING TO ELECTION OF SCHOOL BOARDS".) There is no limit to the length of the "relating to" clause except that it should be a single, briefly comprehensive statement. As a last resort, the article heading where the statutory changes are located may suggest an appropriate "relating to" clause. If the bill contains only temporary law, the clause may begin with "RELATING TO", "PROVIDING FOR", "ESTABLISHING" or any other appropriate phrase.

- "PROVIDING FOR CONDITIONAL ENACTMENT" if the bill contains any conditional enactments. A discussion of conditional enactments is found in § 4.5.

→ → →

Each phrase in the bill title is separated by a semicolon. The bill title ends with a period.

### Title Format

If a bill amends, repeals or adds statutory text, the title must contain the following appropriate phrases:

- AMENDING SECTION(S) \_\_\_\_\_, ARIZONA REVISED STATUTES
- AMENDING TITLE \_\_\_\_, ARIZONA REVISED STATUTES, BY ADDING CHAPTER \_\_\_\_
- AMENDING TITLE \_\_\_\_, CHAPTER \_\_\_\_, ARIZONA REVISED STATUTES, BY ADDING ARTICLE \_\_\_\_
- AMENDING TITLE \_\_\_\_, CHAPTER \_\_\_\_, ARTICLE \_\_\_\_, ARIZONA REVISED STATUTES, BY ADDING SECTION \_\_\_\_\_
- REPEALING SECTION(S) \_\_\_\_\_, ARIZONA REVISED STATUTES
- PROVIDING FOR THE DELAYED REPEAL OF SECTION \_\_\_\_\_, ARIZONA REVISED STATUTES
- REPEALING TITLE \_\_\_\_, CHAPTER \_\_\_\_, ARIZONA REVISED STATUTES
- REPEALING TITLE \_\_\_\_, CHAPTER \_\_\_\_, ARTICLE \_\_\_\_, ARIZONA REVISED STATUTES

If a bill amends or repeals previously enacted temporary law the title must contain the following appropriate phrases, using the session law citation:

- AMENDING LAWS \_\_\_\_, CHAPTER \_\_\_\_, SECTION \_\_\_\_
- REPEALING LAWS \_\_\_\_, CHAPTER \_\_\_\_, SECTION \_\_\_\_

If a specific version of a statute is amended or repealed cite that version as follows:

- AMENDING SECTION \_\_\_\_\_, ARIZONA REVISED STATUTES, AS AMENDED BY LAWS 1996, CHAPTER 386, SECTION 4

Note: Refer to a special session as, for example, "LAWS 1996, NINTH SPECIAL SESSION, CHAPTER 5, SECTION 17".

## **2.8 ENACTING CLAUSE**

The enacting clause is placed immediately after the title, and the text is prescribed by the state constitution. Since it is the formal expression of legislative enactment a bill without an enacting clause is invalid.

Article IV, part 2, § 24, Constitution of Arizona, provides:

*The enacting clause of every bill enacted by the legislature shall be as follows: "Be it enacted by the Legislature of the State of Arizona," or when the initiative is used: "Be it enacted by the People of the State of Arizona".*

## **2.9 BILL SECTION NUMBERING AND SECTION HEADINGS**

All bills are divided into sections even if there is only one section. The first bill section is numbered as "Section 1." Subsequent bill sections are numbered with the abbreviation "Sec. \_\_\_."

## **2.10 THE BODY OF THE BILL**

The body of a bill contains the substance of the enactment. It is where statutory law and temporary law are amended, added or repealed.

### Order

The body of the bill may contain any of the following in this order:

- Changes to the A.R.S. in an order that corresponds to the numerical sequence of the statutes. Note: The drafter may also group a numerically related series of repeals to statutory law in one bill section.
- Delayed repeal of statutes and previously enacted temporary law. (See § 4.8.)
- Treatment of temporary law.
- An intent clause, if necessary. (See § 4.19.)
- A short title. (See § 4.32.)
- An appropriation or appropriations. (See § 4.2.)
- A section or sections relating to the effective date of the bill or specific sections of the bill. (See § 4.11.)
- A conditional enactment or repeal. (See § 4.5.)
- An emergency clause (see § 4.11) or a requirements for enactment section. (See §§ 3.2 and 4.16.)

→ → →

### Section headings

Sections of statutory law have section headings that consist of a statutory section number and a descriptive section heading that is underscored. Except in the Uniform Commercial Code (title 47) section headings of the A.R.S. do not constitute part of the law and may be changed without showing the added material in uppercase or the deleted material as stricken material. (See § 1-212, A.R.S.) However, it has been held that where an ambiguity exists the section heading may be used to aid in the interpretation of the statute. State v. Barnett, 142 Ariz. 592, 691 P.2d 683 (1984). It is important that the drafter revise the section heading to reflect any changes in statutory text.

Sections of temporary law have section headings that consist of the bill section number and a descriptive section heading that is underscored.

### Amending statutory or temporary law

When amending an existing statutory or temporary law, the drafter must follow the constitutional provision relating to legislation. Article IV, part 2, § 14, Constitution of Arizona, provides:

*No act or section thereof shall be revised or amended by mere reference to the title of such act, but the act or section as amended shall be set forth and published at full length.*

This requires that a bill contain the entire section of law if any change is made to that law even if the change appears in only one subsection or paragraph.

Note: It is essential that the correct version of a statute be amended. When preparing a bill the drafter must check the pocket parts of the A.R.S. and the *Table of Sections Affected* to see that the latest version of the statute is used. Checking the *Table of Sections Affected* is particularly important during a legislative session to see if the section has been amended in an act with an emergency clause or a "prop. 108" clause. Because such an act is effective on the signature of the governor, the drafter must use the version of the section as amended in the emergency act in any later legislation.

Legislative Council rule 24 requires that when amending existing text new language appears in UPPERCASE. Stricken language appears in ~~lowercase with a line through it~~. If new language is replacing stricken language, it appears after the stricken language. (See Appendix B.)



- The following illustrates how amendments to statutory law are introduced into the body of a bill:

Section 1. Section 32-1908, Arizona Revised Statutes, is amended to read:

32-1908. Scope of chapter

A. The provisions of this chapter regarding the sale...

- The following illustrates how amendments to temporary law are introduced into the body of a bill:

Sec. 2. Laws 1994, chapter 213, section 3 is amended to read:

Sec. 3. Study committee; membership; duties

A. A study committee is...

#### Adding new statutory law or temporary law sections

If a bill adds a new statutory section the text of the entire section is shown in UPPERCASE. The section heading appears in lowercase. If a bill adds a new temporary law section the text of the entire section is shown in lowercase.

- The following illustrates how a new statutory section is introduced into the body of a bill:

Sec. 4. Title 32, chapter 14, article 2, Arizona Revised Statutes, is amended by adding section 32-1430, to read:

32-1430. Scope of practice

A. A PHYSICIAN WHO PRACTICES MEDICINE IN THIS STATE SHALL...

- New statutory sections that are part of a new statutory article are introduced as follows:

Sec. 9. Title 32, chapter 4, Arizona Revised Statutes, is amended by adding article 5, to read:

ARTICLE 5. FEES

32-3601. Definitions

IN THIS ARTICLE...

→ → →

- New statutory sections that are part of a new statutory chapter are introduced as follows:

Sec. 4. Title 32, Arizona Revised Statutes, is amended  
by adding chapter 35, to read:

CHAPTER 35  
HOME HEALTH CARE WORKERS  
ARTICLE 1. GENERAL PROVISIONS  
32-3601. Definitions  
IN THIS CHAPTER. . .

- New temporary law is introduced as follows:

Sec. 14. Committee on care; membership; duties  
A. The committee on care. . .

### Repeals

The language of repealed statutory law or temporary law is not set out in the body of the bill. If all of the sections in an article are repealed and are not replaced by new sections the article itself should be repealed instead of the individual sections.

The repeal of a statute does not revive any predecessor statute. The repeal also does not affect any right accrued at the time of the repeal. (See § 1-252, A.R.S.)

Note: With regard to the repeal of existing statutes, be aware of § 1-249, A.R.S., that provides:

*No action or proceeding commenced before a repealing act takes effect, and no right accrued is affected by the repealing act, but proceedings therein shall conform to the new act so far as applicable.*

### Internal references

When amending or repealing statutory law, the drafter must determine whether these changes are inconsistent with existing law. This is necessary since a later valid act supersedes all previous acts that conflict with it regardless of whether there has been an express repeal. If the proposed measure would result in a substantive or technical conflict with statutory law, the drafter must amend or repeal existing law. The drafter can find a statute's cross-references in the *Internal Reference Manual*, which is updated each year by the Arizona legislative council.

## Technical changes

When the drafter is making a substantive change to a law the drafter may also make a nonsubstantive (technical) change to that law. The drafter can find a list of the most significant technical problems in existing statutory law in Recommended Statute Improvements, which is a part of the *Annual Report on Defects in the Arizona Revised Statutes and State Constitution* and which is updated each year by the Arizona legislative council. The drafter is also free to make less significant technical changes that are not listed in that document.

Note:

- Optional technical changes should not overshadow the substantive change in a section unless the drafter includes a memo with the bill draft to explain where the technical changes are found. Otherwise, a simple substantive change may be lost among many technical changes.
- The drafter must amend a statute to make technical changes if they are necessary to conform the statute to changes made in another section of the same bill.

## **2.11 GERMANENESS**

Article IV, part 2, § 13, Constitution of Arizona, requires that the subjects in any one bill be "germane" to a single subject and prescribes general requirements concerning the title of a bill in these words:

*Every act shall embrace but one subject and matters properly connected therewith, which subject shall be expressed in the title; but if any subject shall be embraced in an act which shall not be expressed in the title, such act shall be void only as to so much thereof as shall not be embraced in the title.*

This provision is generally liberally construed, but it is important to check that the bill does not comprise more than a single subject and any related matters. Generally courts have found that if there is any reasonable basis for grouping the various matters and if a deception would not be perpetrated by the combination an act will be sustained.

The drafter must be aware that liberal interpretation can be taken too far. In State v. Sutton, 115 Ariz. 417, 565 P.2d 1278 (1977), the court said that such provisions "*will not be interpreted so foolishly liberally as to render the constitutional provision nugatory.*" A bill title that states, for example, "RELATING TO \_\_\_\_\_ AND \_\_\_\_\_" is an indication that the bill may not be germane.

→ → →

The peculiar facts of each case will be the basis for any court determination. In In re Miller, 29 Ariz. 582, 244 P. 376 (1926), the court stated:

*The term "subject"... is to be given a broad and extended meaning, so as to allow the Legislature full scope to include in one act all matters having a logical or natural connection.... To constitute duplicity of subject, an act must embrace two or more dissimilar and discordant subjects, that by no fair intendment can be considered as having a legitimate connection with or relation to each other.*

The same case supplies reasons for the one subject limitation:

*Its adoption was brought about by the legislative practice of including in the same bill wholly unrelated provisions, of enacting laws under false and misleading titles, and of incorporating in meritorious bills provisions not deserving of general favor and which, standing alone, could not command necessary support to pass them.*

In each house of the legislature the committee on rules is charged with considering the constitutionality and proper form of bills and the reasonable germaneness of amendments. The senate and the house of representatives have adopted a rule regarding the germaneness of amendments in addition to the constitutional requirements. This rule states in part:

*A bill including any amendments shall be presumed to contain one subject if:*

- 1. The resulting bill has one general purpose and all other matters contained therein are related to that purpose or necessary to effectuate the purpose.*
- 2. The resulting bill is a major revision of a program or agency and each of the provisions relates to the revision.*
- 3. The bill offers only technical or conforming changes to the statutes.*
- 4. The bill is an omnibus taxation or appropriation measure and each provision relates to the same general purpose of the bill.*
- 5. The bill is a result of a strike everything after the enacting clause amendment and substitutes material designed to accomplish only one purpose.*

**CHAPTER 3**  
**MEASURES OTHER THAN BILLS**

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- 3.1    Memorials and Resolutions
- 3.2    Initiatives and Referendums

## CHAPTER 3

### MEASURES OTHER THAN BILLS

#### 3.1 MEMORIALS AND RESOLUTIONS

Bills are the most common legislative measures that come before the legislature. Other common forms of legislation are memorials and resolutions. These are used to accomplish legislative purposes, described below, for which a bill would not be appropriate. Likewise, memorials and resolutions have their own particular purposes, and they should not be confused or used interchangeably. A memorial should not be used when a resolution is more appropriate, and *vice versa*.

##### Memorials

A memorial allows the legislature to petition, plea, beseech or pray that a recipient (1) acknowledge stated facts (contained in one or more clauses, introduced by the word "whereas") and (2) act in a manner consistent with the request. It implies that the "memorialist", i.e., the legislature, lacks authority to act directly on the subject. Accordingly, memorials are used to petition Congress, the President of the United States, other state or federal agencies and officers and other states to do things that the Arizona legislature has no jurisdiction to do itself. It is merely a request and has no official standing or effect.

A memorial is always a request or proposal. Do not use a memorial to express condolences or congratulations.

Memorials may be presented for the consideration of only one house (simple) or of both houses (concurrent). A memorial may not be "joint".

##### Resolutions

A resolution is a declaration or expression of legislative opinion, will, intent or "resolve" in matters within the legislature's legal purview. Three types of resolutions are used in this state:

- A simple resolution is processed only through the introducing body and may express an opinion, appoint a committee, express regret on the death of a former legislator or other prominent person, request the return of a bill from the other house of the legislature for a stated purpose, recognize meritorious service or commemorate a special event. A simple resolution is not signed by the governor.

→ → →

- A joint resolution is processed through both houses and is signed by the governor. It is used to provide for temporary measures having the effect of law (e.g., a contract or other official action). Since the governor signs joint resolutions, they are not used for any purpose in amending either the Arizona or United States Constitutions. Constitutional amendments are the exclusive purview of the legislature and the people.

- A concurrent resolution is processed through both houses but is not signed by the governor. It may provide for the following:

- An expression of opinion, commemoration, congratulations or sentiment of both houses.
- Submittal of a referendum to the voters.
- Legislative action involving the process of amending the Arizona or United States Constitution.

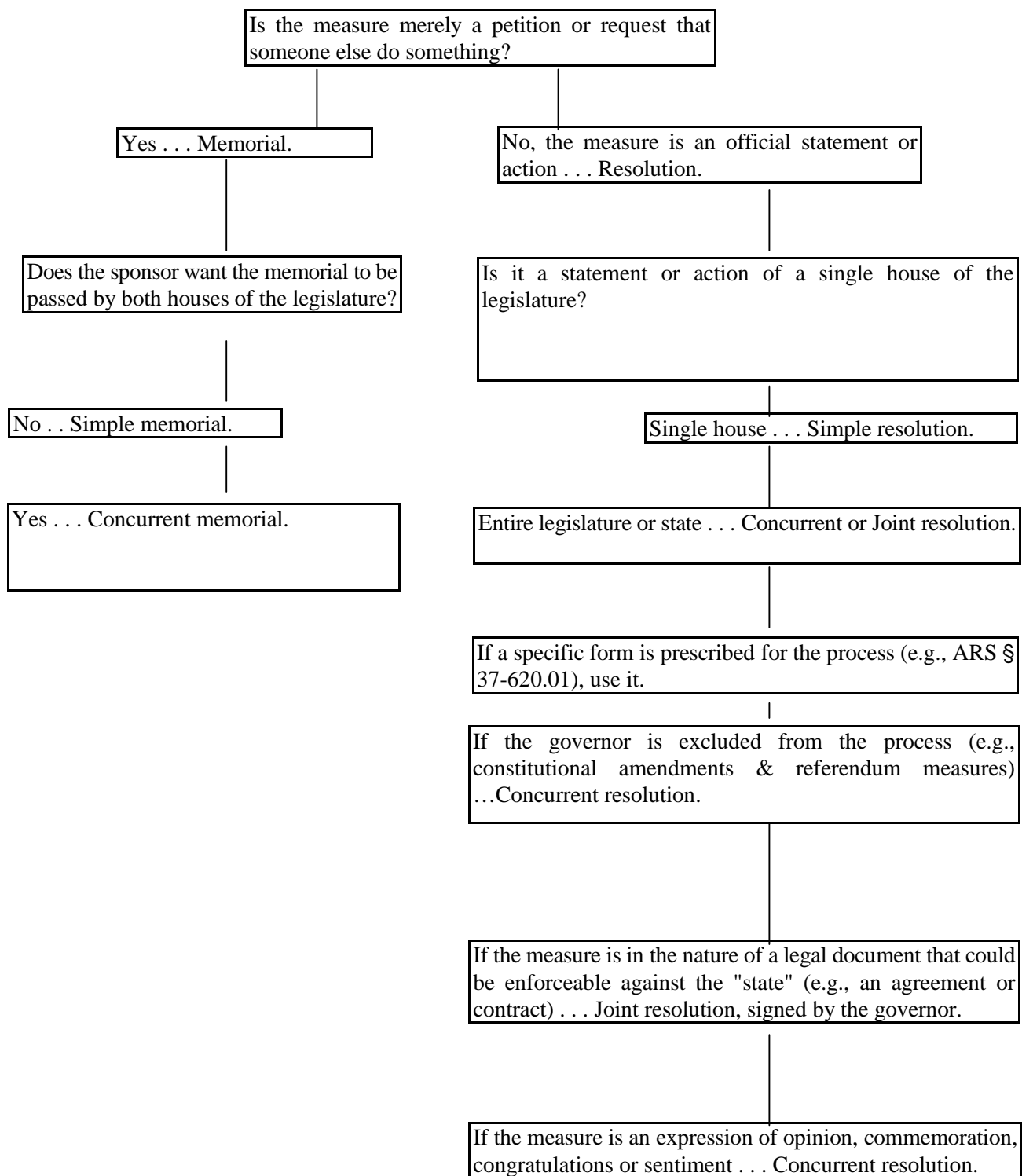
### Titles

Titles prepared for memorials and resolutions are different from the titles prepared for regular bills. A memorial or resolution title may take the following form:

A MEMORIAL  
URGING THE PRESIDENT OF THE UNITED STATES TO. . .

—————  
A RESOLUTION  
DESIGNATING OCTOBER 3, 2003 AS. . .

The drafter may refer to the guide on the following page to determine the proper vehicle to use for a particular purpose.





## 3.2 INITIATIVES AND REFERENDUMS

### Constitutional requirements

The powers of initiative and referendum are set forth in article IV, part 1, § 1, Constitution of Arizona, that states in part:

*[T]he people reserve the power to propose laws and amendments to the Constitution and to enact or reject such laws and amendments at the polls, independently of the Legislature; and they also reserve, for use at their own option, the power to approve or reject at the polls any Act, or item, section, or part of any Act, of the Legislature.*

### Initiatives

Under the constitution ten percent of the qualified electors have the right to propose any legislative measure and fifteen percent of the qualified electors have the right to propose any amendment to the Constitution of Arizona. The number of qualified electors is equal to the total number of votes cast for all candidates for governor at the general election preceding the filing of the initiative petition. Article IV, part 1, §1(7), Constitution of Arizona.

A person who wants to distribute an initiative petition may obtain the required information as to form and style of the petition and attachments from the office of the secretary of state. Before distributing the petition, the sponsors must file notice of their intention to distribute the petition with the secretary of state.

An initiative petition that qualifies by having sufficient signatures as prescribed by the constitution is placed on the ballot and becomes law when approved by a majority of the votes cast and on proclamation of the governor.

## Referendums

There are two types of referendums. The first occurs by petition of the voters and the second by action of the legislature.

A measure that is enacted by the legislature is not operative for a period of ninety days after the adjournment of the session (unless it is enacted under special circumstances that allow it to be effective immediately). During this ninety-day period five percent of the qualified electors may file a petition with the secretary of state to have the measure referred to the people for approval or rejection. The number of qualified electors required is calculated by determining the total number of votes cast for all candidates for governor at the general election preceding the filing of the referendum. The measure is approved by a majority of those voting.

Note: The following enactments are not subject to referendum by the people because they become effective immediately on the governor's signature:

1. An emergency measure that is passed by a "supermajority" vote of the legislature.
2. An act for the "support and maintenance" of the agencies of state government and state institutions.
3. An act increasing state revenues through new or increased taxes or assessments.

The legislature may order that an act be referred as a referendum to the people at the polls before it can become effective. Under article V, § 7, Constitution of Arizona, measures that are referred to the voters for approval are exempt from veto of the governor. Referendum measures are included among the sample concurrent resolutions. Examples of conditional enactment clauses for bills accompanying referendums are included in § 4.5 of this manual.

Amendments to the constitution may be proposed in either house of the legislature. If passed by a majority of the members of each house, they are submitted as a referendum to a vote of the people for approval. If the amendments are approved by the voters, they become part of the constitution. The vehicle for a proposed amendment to our state constitution is a concurrent resolution, samples of which are included in this manual.

Note: Concurrent resolutions containing measures to be referred by the legislature to the voters have two titles -- one for the resolution itself and one in the body of the resolution for the measure being referred.

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## Proposition 105; Requirements for enactment

In the 1998 general election the voters passed Proposition 105, which amended article IV, part 1, § 1, Constitution of Arizona, to prohibit the legislature from repealing "*an initiative measure approved by a majority of the votes cast thereon . . .*" and to allow the legislature to amend laws enacted or amended through an initiative or referendum only if "*the amending legislation furthers the purposes of such measure and at least three-fourths of the members of each house of the legislature, by a roll call of ayes and nays, vote to amend such measure.*" Proposition 105 applies to all legislation enacted by initiative or referendum beginning with the 1998 general election.

The drafter must refer to the *Proposition 105 Table of Sections Affected* documents prepared and updated by the legislative council to determine if a statutory section is subject to the Proposition 105 requirements for enactment. To amend or repeal a statutory section that is subject to those requirements for enactment, the drafter must use the following lead-in language:

Sec. \_\_. Subject to the requirements of article IV, part 1, section 1, subsection (6), Constitution of Arizona, section X-XXX, Arizona Revised Statutes, is amended to read:

The bill must also include the following session law section placed at the end of the bill:

Sec. \_\_. Requirements for enactment; three-fourths vote  
Pursuant to article IV, part 1, section 1, subsection (6), Constitution of Arizona, section X-XXX, Arizona Revised Statutes, as amended by this act, is effective only on the affirmative vote of at least three-fourths of the members of each house of the legislature.

Note:

- If the bill or amendment contains multiple statutory sections that are subject to Proposition 105, each of these sections should be included in the same requirements for enactment section.
- Proposition 105 requirements are not noted in the bill title.
- Unlike bills that must comply with the requirements of Proposition 108 (see section 4.16), if a bill that includes a section that must comply with the requirements of Proposition 105 also includes a section that is not affected by Proposition 105 requirements, those specific sections may be enacted into law if the bill receives only a simple majority in each house.
- It is possible for a bill or amendment that is affected by Proposition 105 requirements to also be affected by Proposition 108 requirements.
- Proposition 105 also applies to any measure that supersedes, in whole or in part, any initiative or referendum measure approved by a majority of the votes cast on the measure. If a bill supersedes an initiative or referendum measure but does not amend the specific provisions of the measure, the correct reference in the lead-in language and the

requirements for enactment section is article IV, part 1, section 1, subsection (14), Constitution of Arizona.

- If necessary, the drafter of an initiative or referendum measure should include a temporary law section that directs the legislative council staff to prepare legislation for the next session to conform the statutes to the act, that authorizes the executive director of legislative council to blend nonconflicting changes made by the legislature with the changes in the act and that allows the legislature to make technical and conforming changes to any section of the act, subject to article IV, part 1, section 1, Constitution of Arizona.

**CHAPTER 4**  
**COMMON BILL PROVISIONS**

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- 4.1 Appointments by the Governor; Consent of Senate
- 4.2 Appropriations
- 4.3 Committees
- 4.4 Compensation for State Officers and Employees
- 4.5 Conditional Enactments or Repeals; Referendum as Condition of Enactment
- 4.6 Conforming Legislation
- 4.7 Definitions
- 4.8 Delayed Repeal Provisions
- 4.9 Delegation of Legislative Regulatory Power
- 4.10 Deputy Officers of State and County Agencies; Powers
- 4.11 Effective Date and Time of Enactments
- 4.12 "The Effective Date of This Section"; Use of
- 4.13 Fingerprinting Requirements
- 4.14 Funds and the Receipt and Disposition of Monies
- 4.15 Heading Change
- 4.16 Increases in State Revenues; Supermajority Vote Required ("Prop. 108")
- 4.17 Interstate Compacts
- 4.18 Judicial and Administrative Review
- 4.19 Legislative Intent Sections
- 4.20 Liberal Interpretation Sections
- 4.21 Licensure, Certification and Registration
- 4.22 Nonseverability and Severability Clauses
- 4.23 "Notwithstanding" Clauses
- 4.24 Open Meetings
- 4.25 Penalties; Civil and Criminal
- 4.26 Population
- 4.27 Procurement Code; Exemption
- 4.28 Quorum; Joint Authority of Board or Commission Members
- 4.29 References to Nonstatutory Entities
- 4.30 Rules
- 4.31 Saving Clauses
- 4.32 Short Title
- 4.33 Statutory Boards, Commissions, Committees and Councils
- 4.34 Sunrise Legislation
- 4.35 Sunset Legislation
- 4.36 Tax Measures; Required Statement of Objectives
- 4.37 Transfer of Cost of Program From Political Subdivision to State
- 4.38 Transfer of Personnel, Equipment and Monies
- 4.39 Transferring and Renumbering Statutory Sections
- 4.40 Uniform and Model Acts
- 4.41 Vacancy Savings

## CHAPTER 4

### COMMON BILL PROVISIONS

The following are only examples and must be modified to fit the requirements of the specific legislation:

#### 4.1 APPOINTMENTS BY THE GOVERNOR; CONSENT OF SENATE

Section 38-211, A.R.S., specifies the method of nomination by the governor and confirmation by the senate of state officers. Language to accomplish an appointment pursuant to this section is as follows:

THE GOVERNOR SHALL APPOINT THE DIRECTOR PURSUANT TO SECTION 38-211.

Note: Because § 38-211, A.R.S., provides the procedures for appointment as well as details regarding vacancies in office and time of assuming authority, the drafter should review that section to avoid including unnecessary specific provisions in the bill draft.

#### 4.2 APPROPRIATIONS

##### Requirements

In general an appropriation of public monies should contain the following in the following order:

- An amount of monies.
- A source of the monies.
- A fiscal year of applicability.
- A recipient (either a fund or a state agency).
- A purpose.

The drafter can usually place these requirements in a single sentence.

##### Categories

There are four categories of appropriation bills:

- The general appropriation bill.
- Separate appropriation bills.
- Incidental appropriation bills.
- Supplemental appropriation bills.

The general appropriation bill contains numerous appropriations for the different departments of the state, state institutions, public schools and interest on the public debt.

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Note: Effective date. The general appropriation bill is effective the day the governor signs it but, by its terms, is applicable for the next fiscal year.

Article IV, part 2, § 20, Constitution of Arizona, provides:

*The general appropriation bill shall embrace nothing but appropriations for the different departments of the state, for state institutions, for public schools, and for interest on the public debt. (See also 78 Op. Att'y Gen. 78-224.)*

If a bill other than the general appropriation bill combines unrelated appropriations the whole bill is invalid. See Litchfield Park School Dist. No. 79 v. Babbitt, 125 Ariz. 215, 608 P. 2d 792 (App. 1980). See also article IV, part 2, § 20, Constitution of Arizona. This constitutional provision is aimed at the practice of "logrolling" in which enough legislative votes are secured to pass a bill by combining unrelated appropriations into that bill.

Separate appropriation bills contain only an appropriation and information incidental to that appropriation. They may be for new programs that were not anticipated but nonetheless need to be accomplished. A common example is an appropriation for a new program to conform to the prior year's enactment. Note: Effective date. Separate appropriations go into effect on the general effective date (ninety-one days after adjournment sine die) unless the bill contains an emergency clause or a requirements for enactment clause ("Prop. 108"). Note also that a separate appropriation for a government entity other than the state should be made to a state agency for distribution to the local government for purposes of accountability.

Incidental appropriation bills are those that include an appropriation section to fund an activity that is required by the statutory or temporary law sections in the same bill. Note: Effective date. Incidental appropriations have the same effective date as the entire bill.

Supplemental appropriation bills are for the "support and maintenance" of an existing agency for an ongoing and previously funded program. (Article IV, part 1, section 1(3), Constitution of Arizona.) A supplemental appropriation is a specific appropriation and may not contain statutory or session law. Note: Effective date. Supplemental appropriations go into effect on the signature of the governor. Supplemental appropriations are noted as such in the bill title and the section heading.

- The following is an example of a separate appropriation bill:

Section 1. Appropriation; purpose

The sum of \$50,000 is appropriated from the state general fund in fiscal year 20\_\_ - 20\_\_ to the governor to defray the cost of controlling insects in agricultural areas.

- An example that illustrates funding supplied by a supplemental appropriation to an existing appropriation made by the general appropriation bill in the previous year is:

Section 1. Supplemental appropriation; purpose

In addition to the appropriation made by Laws 20\_\_, chapter \_\_, section \_\_, the sum of \$150,000 is appropriated from the state general fund in fiscal year 20\_\_- 20\_\_ to the registrar of contractors for deposit in the contractors' license fund to meet general operating expenditures.

- The following is an example of an incidental appropriation:

Sec. 3. Appropriation

The sum of \$50,000 is appropriated from the state general fund in fiscal year 20\_\_ - 20\_\_ to the Arizona state parks board for the purposes provided in this act.

- The following is an example of an appropriation that illustrates funding supplied from a specific source other than the state general fund:

Section 1. Appropriation; purpose

The sum of \$185,000 is appropriated from the state highway fund in fiscal year 20\_\_ - 20\_\_ to the department of transportation to purchase furnishings and equipment.

Lapsing of appropriation; exemption from lapsing

Section 35-190, A.R.S., provides, in part, that no obligation may be incurred or expenditure made from an appropriation after the end of the fiscal year for which the appropriation was made. This section also provides that all appropriations lapse at the expiration of one month after the end of the fiscal year.

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However, appropriations for construction or other permanent improvements do not lapse until the purpose for which the appropriation is made has been accomplished or abandoned, unless the appropriation has been available during the entire fiscal year without an expenditure or an encumbrance. If one fiscal year may not be sufficient time for a construction program to commence, the drafter should include the following provision:

Sec. \_\_. Lapsing of appropriation

Notwithstanding section 35-190, Arizona Revised Statutes, the appropriation made in section 1 of this act does not lapse until the purpose for which the appropriation is made is accomplished or abandoned unless the appropriation stands until June 30, 2005 without an expenditure or encumbrance. In addition, all monies remaining unencumbered or unexpended on June 30, 2005 revert to the state general fund.

If a sponsor of a bill does not want an appropriation (that is not for construction purposes) to lapse at the end of the fiscal year, the drafter should add the following exemption:

Sec. \_\_. Exemption from lapsing

The appropriation made in section 1 of this act is exempt from the provisions of section 35-190, Arizona Revised Statutes, relating to lapsing of appropriations.

Since this appropriation would be perpetually exempt, it should involve a program for which the expenditures will eventually be made in order to preclude the need of an additional enactment to authorize a reversion of unspent monies. As an alternative the exemption might apply for a limited period as indicated above for capital outlay appropriations.

Insert the fiscal year of applicability to remove doubt as to the time during which the appropriated monies are available, as:

B. The appropriation made pursuant to this section is available for use in fiscal year 2004-2005.

Note: It is very important to include a lapsing exemption section if an appropriation is effective before the beginning of the next fiscal year. As an example, assume an appropriation is passed with an emergency clause and is signed by the governor on May 2. The monies are immediately appropriated. Without a lapsing exemption, any unexpended or unencumbered monies will revert less than two months later on June 30, the end of the fiscal year.

If an appropriation is for the following fiscal year that fact should be clearly set forth to avoid the possibility of the appropriation being applied to the current year and a lapse of the appropriation at the end of the current fiscal year and also for purposes of the state expenditure limitation. (See article IX, § 17, Constitution of Arizona.)

#### Reversion of appropriation

If the sponsor of a bill wants an appropriation to lapse on a date other than July 1, the drafter should use a reversion clause. An example of a section that authorizes the reversion of unexpended monies that were exempted from lapsing is as follows:

##### Sec. \_\_. Reversion

All monies remaining unexpended and unencumbered on October 1, 2005 from the appropriation made by Laws 2004, chapter \_\_, section \_\_ revert to the state general fund.

#### Line-item veto of appropriation

Article V, § 7, Constitution of Arizona, provides that "*if any bill presented to the governor contains several items of appropriations of money, he may object to one or more of such items...*". In the case of Rios v. Symington, 172 Ariz. 3, 833 P.2d 20 (1992), the Arizona supreme court held that the line-item veto power extends to certain new appropriations, reductions, increases, transfers or elimination of monies.

### **4.3 COMMITTEES**

#### Placement

The drafter should draft a bill to establish a committee (sometimes also referred to as a commission) as temporary law if the committee is to disband after it completes its duties and as statutory law if the committee is permanent. (See § 4.33.)

#### Checklist

When establishing a committee the drafter should consider the following:

- Membership and qualifications. A committee should be comprised of an odd number of members to limit the chances that a vote will end in a tie. Note: When prescribing qualifications, the drafter should not refer to a specific private entity from which a committee member is to be selected. (See § 4.29.) Note also: When prescribing membership by legislators say "not more than \_\_\_\_\_ of whom are members of the same political party".

Note also: Initial terms of statutory committees must be staggered. (See § 4.33.)

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- Appointing authority. Who appoints the members? Again, the members should not be appointed by a specific private entity. (See § 4.29.)

- Officers. The language should specify who is to chair the committee or allow the committee to select a chairperson. The drafter may also provide for cochairpersons or for the rotation of chairpersons.

- Compensation and expenses. It is unusual for committee members to receive compensation, but a common provision makes members "eligible to receive reimbursement of expenses pursuant to title 38, chapter 4, article 2, Arizona Revised Statutes". (See § 4.4.)

- Meetings. The drafter may wish to include language that prescribes the number or frequency of meetings. Some committees allow the chairperson and a majority of committee members to call meetings. Some committees also prescribe the location of meetings.

- Powers and duties. The drafter should describe, by a list if necessary, the committee's powers and duties. Note: In most situations the drafter must include language stating that the committee "shall submit a report of its findings and recommendations to the governor, the president of the senate and the speaker of the house of representatives on or before (insert month, day and year) and shall provide a copy of this report to the secretary of state and the director of the Arizona state library, archives and public records".

- Staffing. The drafter may include language to require a particular agency to provide the committee with administrative support and meeting room space.

- Duration. If the committee is temporary the drafter must include a delayed repeal section for the act or the relevant bill sections. This date should be September 30 of the year following the date the final report is due to allow the committee to complete unfinished work and to give the legislature an opportunity to extend the committee before the committee's enabling legislation is repealed.

- Appropriation. The drafter may include an incidental appropriation section at the end of the bill to fund the committee's operation.

#### Ex officio members; advisory members

If a committee member is specified as an ex officio member, that person serves by virtue of holding a particular office and may exercise the same powers as the other members, including voting, unless the law provides otherwise. See Barber Puremilk v. Alabama State Milk Cont. Bd., 156 So. 2d 351 (Ala. 1963).

Note: The drafter should avoid using the term "ex officio" because it is confused with the term "advisory" members. If a sponsor intends that a particular committee member not have voting privileges, the drafter should include language that states this fact and that indicates that the advisory member is not counted for the purpose of determining the presence of a quorum.

### Legislators as board members; restrictions

If legislators are made members of a committee that has executive powers, (i.e., the power to carry out legislative policy) the drafter should be certain that the appointment does not violate the separation of powers doctrine found in article III, Constitution of Arizona, or the prohibition of dual office holding found in article IV, part 2, § 5, Constitution of Arizona.

Note: In State ex rel. Woods v. Block, 189 Ariz. 269, 942 P.2d 428 (1997), the Arizona supreme court, citing a federal court ruling, stated that allowing members of a legislative body to serve, even as advisory members, on a board that performs an executive function may violate separation of powers.

## **4.4 COMPENSATION FOR STATE OFFICERS AND EMPLOYEES**

### Compensation

The general rules of compensation are stated in § 38-611, A.R.S. This section covers compensation for employees under the state personnel system as well as exempt positions and members of boards, commissions and committees.

The following language may be used to accomplish this:

THE DIRECTOR IS ELIGIBLE TO RECEIVE COMPENSATION  
PURSUANT TO SECTION 38-611.

Note: Do not use mandatory language such as "The director shall receive compensation of ...". This language has the unintended effect of being a continuing appropriation. McDonald v. Frohmiller, 63 Ariz. 479, 163 P.2d 671 (1945).

### Reimbursement of expenses

If no compensation is authorized but reimbursement for travel and subsistence expenses is desired, the drafter should include language similar to the following:

MEMBERS OF THE COMMISSION ARE NOT ELIGIBLE TO RECEIVE  
COMPENSATION BUT ARE ELIGIBLE FOR REIMBURSEMENT OF EXPENSES  
PURSUANT TO TITLE 38, CHAPTER 4, ARTICLE 2.

## **4.5 CONDITIONAL ENACTMENTS OR REPEALS; REFERENDUM AS CONDITION OF ENACTMENT**

### Conditional enactments

A bill must contain a conditional enactment section if the bill is contingent on:

- Submission to the voters of a related proposed constitutional amendment.
- The passage of another related act.
- The occurrence of some other condition such as the enactment of similar legislation in another state or congressional authorization of funding or jurisdiction.

A bill that requires a constitutional change must include a conditional enactment section or otherwise the bill could be invalidated.

- An example of a clause providing for conditional enactment that is contingent on additional constitutional authority is:

Sec. \_\_. Conditional enactment

This act (or specified statutory sections) does not become effective unless the Constitution of Arizona is amended by vote of the people at the next general election to. . .

Note: If additional constitutional authority is required, the preparation of a house or senate concurrent resolution is necessary unless the needed constitutional change is being sought by initiative.

Note also that a bill may not contain both a conditional enactment and a requirements for enactment ("Prop. 108") section or an emergency clause.

- An example of a clause providing for a conditional enactment contingent on passage of another act is:

Sec. \_\_. Conditional enactment

This act does not become effective unless \_\_\_\_ Bill \_\_\_\_\_, forty-fourth legislature, first regular session, relating to \_\_\_\_\_, is enacted into law.

- The following illustrate conditional enactments contingent on other conditions:

Sec. \_\_. Conditional enactment

This act (or specified statutory sections) does not become effective unless (the governor enters into a contract with Nevada, California and Utah), (the United States Congress authorizes the state assumption of jurisdiction), (the legislature of each bordering state enacts authority) [or] (the United States department of health and human services grants the appropriate waivers) to (subject matter) by (insert a cutoff period to preclude ongoing conditional status). The (appropriate state agency) shall notify in writing the director of the Arizona legislative council of the date on which the condition is met.

Note: It is very important for such a conditional enactment section to include a date by which the condition must be met to avoid an indefinite conditional status and a requirement that the director of the Arizona legislative council be notified *in writing* of the date on which the condition is met.

A conditional enactment should be noted at the end of the bill title with the words "; PROVIDING FOR CONDITIONAL ENACTMENT". (See §§ 2.7 and 2.10.)

#### Conditional repeal

- An example of a clause providing for a conditional repeal is:

##### Sec. \_\_. Conditional repeal

Section 36-4501, Arizona Revised Statutes, as added by this act, is repealed as of the date the secretary of the United States department of health and human services notifies the Arizona health care cost containment system administration of the acceptance of its application of a waiver submitted pursuant to this act. The administration shall notify in writing the director of the Arizona legislative council of this date.

Note: As in the above example, a conditional repeal section must specify the statutory section to which it applies rather than the bill section. Note also that conditional repeals of statutes and previously enacted session laws are noted in the bill title.

## **4.6 CONFORMING LEGISLATION**

Sometimes due to time constraints or other factors it is too difficult to do all of the conforming and amending changes in a bill draft and still meet legislative deadlines. In such case the drafter may add the following session law section:

##### Sec. \_\_. Conforming legislation

The legislative council staff shall prepare proposed legislation conforming the Arizona Revised Statutes to the provisions of this act for consideration in the \_\_\_\_\_ legislature, \_\_\_\_\_ regular session.

## **4.7 DEFINITIONS**

#### The role of definitions

By rule of statutory construction words and terms that are not specifically defined are defined by their common accepted usage. See Mid Kansas Fed. Sav. and Loan Ass'n of Wichita v. Dynamic Development Corp., 167 Ariz. 122, 804 P.2d 1310 (1991). See also Sutherland Stat. Const. § 46.01 (5th Ed). However, the drafter should define a word or term that might be unclear or unfamiliar to the reader or that has more than one meaning and the

reader cannot determine that meaning from the context. Do not define a term that does not appear in the statutory text.

Note: § 1-215, A.R.S., contains definitions that apply to all statutes and other laws of this state. If the drafter intends a definition other than one that appears in that section the drafter should write a definition that applies to the specific unit of the statutes.

### Format

Place definitions sections that apply to an entire title, chapter or article in a separate statutory section at the beginning of that title, chapter or article.

Alphabetize definitions in a word-by-word manner in which a space is alphabetized before any letters (see paragraphs 4 and 5 below). The introduction must indicate whether the definitions apply to the title, chapter or article and state that the definitions apply "unless the context otherwise requires". Each word defined is initially enclosed in quotation marks, but on subsequent uses within the definition section the word does not appear in quotation marks. The following is an example of a statutory law definition section:

32- 3801. Definitions  
IN THIS ARTICLE, UNLESS THE CONTEXT OTHERWISE REQUIRES:  
1. "BOARD" MEANS. . . .  
2. "CLINICAL LABORATORY" MEANS. . . .  
3. "LABORATORY TECHNICIAN" MEANS. . . .  
4. "LICENSE FEES" MEANS. . . .  
5. "LICENSEE" MEANS. . . .  
6. "LIFE THREATENING ILLNESSES" INCLUDES. . . .

Note that in the example above defined terms that appear in the plural form are still followed by either the singular "includes" or "means".

### Restrictive vs. extensive definitions

A definition that is restrictive is followed by the word "means". A definition that is extensive is followed by the word "includes". See Sutherland Stat. Const. § 47.07 (5th Ed). Do not use the phrase "means and includes".

### General definition sections vs. internal definitions

If a word or term appears only in one statutory section, it should be defined in that section rather than in a general definition section. A statutory section may have its own statutory definition subsection for words and terms that are used in that section. This subsection should appear at the end of the section. If a word or phrase is used only in a specific subsection, paragraph or subdivision, the word or phrase should be defined in that statutory unit unless there is an existing definition subsection. The definition is the last thing that appears in a particular statutory unit and is introduced by the words "FOR THE PURPOSES OF THIS (SECTION) (SUBSECTION) (PARAGRAPH), . . .".

### Citations to definitions

If a word is already defined in another statute, the drafter may cite that statute by cross-reference instead of repeating the definition. This has the advantage of promoting statutory uniformity, but it can also be inconvenient to the reader, especially if the definition is located in a different title of the statutes. Refer to a definition that is in another section by the words "\_\_\_\_\_ HAS THE SAME MEANING PRESCRIBED IN SECTION 00-0000" or by "A PERSON MAY USE A PROVIDER AS DEFINED IN SECTION 00-0000".

Note: A reference to a definition in another section should be to the *section* and not to a specific paragraph. Because definition sections are often renumbered as specific definitions are added and deleted, a reference to a specific paragraph could soon become inaccurate.

### "Stuffed" definitions

A definition should not contain substantive law in addition to the definition since the substantive law would be "hidden" in a place the reader would not expect to find it. A definition that contains substantive law is known as a "stuffed" definition. See Dickerson, *The Fundamentals of Complete Legal Drafting*. The following example illustrates a stuffed definition:

5. "ANNUAL INSPECTION" MEANS AN INSPECTION CONDUCTED BY THE DEPARTMENT AT LEAST SIXTY DAYS BEFORE A FACILITY'S LICENSE EXPIRES AND AT WHICH TIME THE FACILITY SHALL BE IN FULL COMPLIANCE WITH THIS ARTICLE AND RULES ADOPTED UNDER THIS ARTICLE.

In the above example the language that refers to the facility's compliance requirements does not define the term "annual inspection". It is substantive law that should be placed in its own section or in a section that otherwise prescribes compliance requirements.

### Section headings

The inclusion of a definition subsection should be noted in the section heading. Since the definition subsection is the last subsection of a section, definitions are noted last in the section heading. If only one term is defined the section heading should read "; definition".

Note: Do not note a definition that is introduced by the words "For the purposes of this (subsection) (paragraph) (subdivision) (item). . .".

Note also: Indicating that a word or phrase "does not mean" or "does not include" is not a definition and is not enclosed in quotation marks or noted in the section heading.



## 4.8 DELAYED REPEAL PROVISIONS

The following are examples of common delayed repeal provisions:

### Delayed repeal of statutes

#### Sec. \_\_. Delayed repeal

Section 42-101, Arizona Revised Statutes, is repealed from and after December 31, 2005.

Note: Delayed repeals of statutory laws and previously enacted temporary laws are included in the bill title.

### Delayed repeal of temporary law

#### Sec. \_\_. Delayed repeal

This act is repealed from and after December 31, 2006.

Note: If a bill contains several sections the drafter must specify the temporary law section by both bill section number and topic as in the following example:

#### Sec. \_\_. Delayed repeal

Section 23 of this act, relating to the evaluation of child support guidelines, is repealed from and after December 31, 2005.

### Delayed repeal; reversion

#### Sec. \_\_. Delayed repeal; reversion

This act is repealed and the commission established by it terminates on June 30, 2006, at which time any unexpended or unencumbered monies standing to the credit of the commission revert to the state general fund.

Note: A delayed repeal section must specify the statutory section to which it applies rather than the bill section.

## 4.9 DELEGATION OF LEGISLATIVE REGULATORY POWER

When drafting a bill giving regulatory powers to an agency, consider the words of the court in the case of State v. Marana Plantations, 75 Ariz. 111, 252 P.2d 87 (1953):

*The line of demarcation between what is legitimate granting of power for administrative regulation and an illegitimate delegation of legislative power is often quite dim.... It may safely be said that a statute with no prescribed restraints nor criterion nor guide to its action offends the Constitution as a delegation of legislative power. The board must be corralled in some reasonable degree and must not be permitted to range at large and determine for itself the conditions under which a law should exist and pass the law it thinks appropriate.*

#### 4.10 DEPUTY OFFICERS OF STATE AND COUNTY AGENCIES; POWERS

Section 38-462, A.R.S., automatically confers powers to deputy officials that are given to their principals:

*A. Unless otherwise provided, each deputy of a state or county officer possesses the powers and may perform the duties prescribed by law for the office of the principal.*

*B. When the official name of any principal officer is used in law conferring power, or imposing duties, liabilities or prohibitions, it includes the officer's deputies.*

#### 4.11 EFFECTIVE DATE AND TIME OF ENACTMENTS

##### General effective date

As stated in article IV, part 1, § 1 (3), Constitution of Arizona, the general effective date of enactments is the ninety-first day after the date on which the session of the legislature enacting them is adjourned *sine die*. For example, if the legislature adjourned *sine die* on May 15, the general effective date would be August 14 the instant after midnight (i.e. 12:01 a.m.). State v. Soloman, 117 Ariz. 228, 571 P.2d 1024 (1977). Exceptions to the general effective date are as follows:

- A bill that has a specific delayed effective date.
- A bill that is conditionally enacted. (See § 4.5.)
- An emergency measure that is passed by a "supermajority" vote of the legislature. (Article IV, part 1, section 1(3), Constitution of Arizona.)
- A supplemental appropriation. (See § 4.2.)
- An act increasing state revenues through new or increased taxes or assessments. (Article IX, §22, Constitution of Arizona.) (See § 4.16.)

Note: If a law goes into effect during a legislative session because it contained an emergency clause or met "prop. 108" requirements, the drafter must conform bills and amendments that are still being considered during the same session to that now current law.

##### Conflicting provisions; effect

- An act that purports to take effect on a specified date before the general effective date but is not a duly enacted emergency measure takes effect on the general effective date notwithstanding the specified date. Industrial Commission v. Frohmiller, 60 Ariz. 464, 140 P.2d 219 (1943).

- A duly enacted emergency measure, a "prop. 108" bill or a support and maintenance bill is immediately effective on approval by the governor, even though it contains a provision stating that it is to become effective on another date.

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Note: If a bill is effective immediately on approval of the governor the drafter may make a specific statutory section effective on a later date by stating in the bill section lead-in that "section 32-0000, Arizona Revised Statutes, is amended effective from and after September 30, 2005, to read:".

#### Vetoed or unsigned bills; effect

- If the governor does not sign or veto a measure within five days (Sunday excepted) after receipt, the legislature being in session, the measure takes effect on the general effective date.
- An act that is vetoed by the governor and that thereafter is passed by each house by a two-thirds vote takes effect on the general effective date.
- A duly enacted emergency measure or a requirements for enactment measure that is vetoed by the governor within five days (Sunday excepted) after it was presented to the governor and that, after reconsideration, is passed by each house by a three-fourths vote takes effect on the date it is filed with the secretary of state.
- A measure that is not approved or vetoed by the governor or filed with the secretary of state within ten days (Sundays excepted) after the legislature's final adjournment, takes effect on the general effective date.
- If the governor does not sign or veto a duly enacted emergency measure or requirements for enactment measure within five days (Sunday excepted), the legislature being in session, or does not file the measure with the secretary of state within ten days (Sundays excepted) after the final adjournment of the legislature, the measure takes effect on the eleventh day.

#### Time of day statutes take effect

Section 1-241, A.R.S., provides:

*A. An act or statute which by its terms is to take effect on a specified day shall, unless otherwise provided in the act or statute, take effect at twelve o'clock noon on the day specified.*

*B. An act or statute, which by its terms is to take effect from and after a specified day, shall take effect at midnight of the day specified. (Emphasis added.)*

#### Emergency clauses

If the sponsor of a bill wants it to become immediately operative on the signature of the governor, the drafter should add an emergency clause, the wording of which is:

Sec. \_\_. Emergency

This act is an emergency measure that is necessary to preserve the public peace, health or safety and is operative immediately as provided by law.

A bill containing an emergency clause must receive a two-thirds vote in each house of the legislature in order for the emergency clause to be effective. If the bill is adopted by less than a two-thirds vote, it is considered as enacted without the emergency clause and, therefore, becomes effective on the general effective date.

Note: An emergency measure cannot be given an effective date, applicable to the entire bill or sections of the bill, other than the date on which the governor signs the bill. An attempt to make an emergency bill effective at a date after the date of enactment, and particularly after the general effective date, will fail, and the act will become "operative" immediately on signature of the governor. Article IV, part 1, § 1 (3), Constitution of Arizona. Industrial Commission v. Frohmiller, 60 Ariz. 464, 140 P.2d 219 (1943). Nevertheless, specific provisions of the bill may be so worded as to become operative at subsequent times. (See Op. Att'y Gen. I82-026.) A typical way to accomplish this is by inserting a date in the statutory or temporary law text. For example, a section could state "BEGINNING ON OCTOBER 1, 2004, THE DEPARTMENT SHALL...." Note also: The drafter may also use lead-in language in specific bill sections as previously discussed.

#### Retroactivity of statutes

Statutory changes in procedure or remedies may be applied retroactively if the statute does not affect or impair vested rights. Bouldin v. Turek, 125 Ariz. 77, 607 P.2d 954 (1979). However, § 1-244, A.R.S., requires that the retroactivity of a statute be "*expressly declared*". To do this the drafter should add a section toward the end of the bill similar to the following:

Sec. \_\_. Retroactivity  
This act is effective retroactively to from and after  
June 30, 2005.

Note: If the retroactivity applies to amended sections, instead of new sections, the language should be "applies retroactively".

#### Effective date for tax measures

In drafting bills that levy a tax or change the way a tax is computed, applied or administered the effective date should reflect accounting and administrative requirements and should be either January 1 (or from and after December 31) or the beginning of another appropriate taxing period. Frequently, income tax acts are given the general effective date but specifically apply retroactively to the entire tax year:

Sec. \_\_. Retroactivity  
This act applies retroactively to taxable years  
beginning from and after December 31, 2004.

#### Delayed effective date

The following is an example of a delayed effective date:

Sec. \_\_\_\_ Effective date

Sections 23-527 and 23-528, Arizona Revised Statutes, as amended by this act, are effective from and after December 31, 2006.

Note: If a bill is effective on the governor's signature (because of an emergency clause or a requirements for enactment clause) the drafter can make a specific section of that bill effective on a later date only by using section introductory language such as "Sec. 2. Section 32-1001, Arizona Revised Statutes, is amended effective from and after September 30, 2005, to read:".

#### Bill title

Effective dates, including delayed effective dates, emergency clauses and requirements for enactment are not noted in the bill title.

### **4.12 USE OF "THE EFFECTIVE DATE OF THIS SECTION"**

If, when drafting a new statute, it is necessary to refer to the effective date of the new section, use the phrase "THE EFFECTIVE DATE OF THIS SECTION".

If, when amending existing statutory text, it is necessary to refer to the effective date of the new amendment, use the phrase "THE EFFECTIVE DATE OF THIS AMENDMENT TO THIS SECTION" rather than "THE EFFECTIVE DATE OF THIS SECTION" which, of course, is the date the statute was originally enacted.

Note: In new or existing statutory text, do not use the phrase "THE EFFECTIVE DATE OF THIS ACT".

### **4.13 FINGERPRINTING REQUIREMENTS**

The following language allows state agencies access to state and federal criminal record information for noncriminal justice purposes such as licensing, certification and employment:

EACH APPLICANT FOR (state the category of regulation or the type of employment) SHALL SUBMIT A FULL SET OF FINGERPRINTS TO (state the name of the office or agency) FOR THE PURPOSE OF OBTAINING A STATE AND FEDERAL CRIMINAL RECORDS CHECK PURSUANT TO SECTION 41-1750 AND PUBLIC LAW 92-544. THE DEPARTMENT OF PUBLIC SAFETY MAY EXCHANGE THIS FINGERPRINT DATA WITH THE FEDERAL BUREAU OF INVESTIGATION.

### **4.14 FUNDS AND THE RECEIPT AND DEPOSIT OF MONIES**

Examples of common clauses used for the receipt and disposition of monies and the establishment of funds, or funds for special purposes, are as follows:

### Establishing a state fund

THE       (NAME)       FUND IS ESTABLISHED CONSISTING OF       (SOURCE OF FUNDING)      . THE       (NAME OF AGENCY)       SHALL ADMINISTER THE FUND. MONIES IN THE FUND ARE [SUBJECT TO LEGISLATIVE APPROPRIATION] [CONTINUOUSLY APPROPRIATED].

Note: The language establishing a fund must contain a statement regarding the availability of the fund monies to the administering agency. The language should either state that the monies in the fund are "subject to legislative appropriation" or that they are "continuously appropriated".

Common sources of funding are fees collected pursuant to a specific statutory citation, legislative appropriations, civil penalties imposed pursuant to a specific statutory citation, federal monies, and private grants, gifts, contributions and devises.

Also, on specific request of the sponsor, the following clause may be added:

ON NOTICE FROM THE       (NAME OF AGENCY)      , THE STATE TREASURER SHALL INVEST AND DIVEST MONIES IN THE FUND AS PROVIDED BY SECTION 35-313, AND MONIES EARNED FROM INVESTMENT SHALL BE CREDITED TO THE FUND.

### Acceptance of federal monies and private gifts

THE DIRECTOR MAY ACCEPT AND SPEND FEDERAL MONIES AND PRIVATE GRANTS, GIFTS, CONTRIBUTIONS AND DEVISES TO ASSIST IN CARRYING OUT THE PURPOSES OF THIS (TITLE, CHAPTER, ARTICLE, SECTION). THESE MONIES DO NOT REVERT TO THE STATE GENERAL FUND AT THE END OF A FISCAL YEAR.

### Disposition of fees; "90/10 boards"

A. THE ALLOPATHIC BOARD OF MEDICAL EXAMINERS FUND IS ESTABLISHED CONSISTING OF [FEES COLLECTED PURSUANT TO SECTION 00-0000]. THE BOARD SHALL ADMINISTER THE FUND. THE BOARD SHALL DEPOSIT, PURSUANT TO SECTIONS 35-146 AND 35-147, NINETY PER CENT OF ALL MONIES COLLECTED UNDER THIS CHAPTER IN THE BOARD OF MEDICAL EXAMINERS FUND AND THE REMAINING TEN PER CENT IN THE STATE GENERAL FUND.

B. MONIES DEPOSITED IN THE BOARD OF MEDICAL EXAMINERS FUND ARE SUBJECT TO SECTION 35-143.01.

Note: These special funds are subject to annual legislative appropriation pursuant to § 35-143.01, A.R.S. Even though these monies are administered by the board, expenditures from the fund cannot exceed the authorized appropriation. Note also: Pursuant to § 35-143.01, A.R.S., monies in special funds are automatically exempt from lapsing to the state general fund. Therefore, a nonlapsing clause is unnecessary.

Note also that the reference as in the above example to §§ 35-146 and 35-147, A.R.S., is not included if the monies are:

- From a federal funding source that is otherwise required to remain separate from state treasury monies. (See § 35-142, subsections G and H, A.R.S.)
- Taxes received by the state treasurer from a county. (See § 35-145, A.R.S.)
- Private monies and contributions. (See § 35-149, A.R.S.)
- Received by statutorily created authorities.

Note also that an agency may not charge or collect a fee unless the fee is for a specific activity expressly authorized by statute. (See § 41-1008, A.R.S.)

#### Nonlapsing clauses for non-90/10 board funds

Funds that are subject to legislative appropriation or continuously appropriated can be made nonlapsing by stating:

MONIES IN THE FUND ARE EXEMPT FROM THE PROVISIONS OF SECTION 35-190 RELATING TO LAPSING OF APPROPRIATIONS[, EXCEPT THAT ALL MONIES IN THE FUND EXCEEDING \_\_\_\_\_ DOLLARS REVERT TO THE STATE GENERAL FUND].

The drafter should note this clause by adding "; exemption" at the end of the section heading.

#### Revolving funds

Revolving funds are established for specific administrative purposes. They are rarely used. Procedures for establishing an administrative revolving fund are contained in § 35-193, A.R.S. Note: The term "revolving" does not make a fund continuously appropriated and does not exempt the fund balance from lapsing.

#### Transfer of fund monies

The following illustrates the transfer of fund monies:

Sec. \_\_. Transfer of fund monies  
On the effective date of this act, all monies in the data processing fund are transferred to the automation fund.

#### Proper citation of a fund

To cite a fund that is in another statutory section the drafter should refer to the "(exact name of fund) ESTABLISHED BY (not "in") SECTION 00-0000".

### **4.15 HEADING CHANGE**

A bill may redesignate or repeal a statutory title, chapter or article heading as in the following examples:

Sec. \_\_\_\_\_. Heading change

The article heading of title 42, chapter 1, article 2.1, Arizona Revised Statutes, is changed from "DIVISION OF APPRAISAL AND ASSESSMENT STANDARDS" to "CLASSIFICATIONS OF PROPERTY".

Sec. \_\_\_\_\_. Heading repeal

The article heading of former title 36, chapter 15, article 1, Arizona Revised Statutes, is repealed.

A heading repeal is included in the bill title. A change in a title, chapter or article heading is included in the bill title as follows:

. . . CHANGING THE DESIGNATION OF TITLE 24, CHAPTER 2, ARTICLE 10, ARIZONA REVISED STATUTES, TO "GUIDE DOGS";

#### **4.16 INCREASES IN STATE REVENUES; SUPERMAJORITY VOTE REQUIRED (PROP. 108)**

Article IX, § 22, Constitution of Arizona, requires that if an act provides for a net increase in state revenues through a new tax, tax increase, change in a tax exemption, new or increased fee or assessment, elimination of an exemption to a fee or assessment or a change in state tax revenue allocations among state and local governments, it must receive a two-thirds vote of the members of each house of the legislature and is effective immediately on the governor's signature. These bills are often called "prop. 108" bills in reference to the 1992 ballot proposition that enacted this constitutional provision.

Bill drafters must make the initial determination whether the legislation is or might be subject to article IX, § 22. If so, the drafter must add the following section at the end of the bill:

Sec. \_\_\_\_\_. Requirements for enactment; two-thirds vote  
Pursuant to article IX, section 22, Constitution of Arizona, this act is effective only on the affirmative vote of at least two-thirds of the members of each house of the legislature and is effective immediately on the signature of the governor or, if the governor vetoes this act, on the subsequent affirmative vote of at least three-fourths of the members of each house of the legislature.

Note: Bills that require a two-thirds vote go into effect on the day the governor signs the bill into law. Therefore, if the bill also contains effective date sections or a conditional enactment, these sections have no effect.

Note also: The inclusion of a requirements for enactment section is not noted in the bill title.



## 4.17 INTERSTATE COMPACTS

An interstate compact is an agreement between two or more states on interstate policy or procedure. To ensure enforceability, compacts are usually enacted into the laws of the compacting states.

As a general rule, an interstate compact should be enacted as identical text by each state except as required to accommodate the unique needs and internal operation of the compact in each state. Even though a draft compact may not conform to Arizona bill drafting rules, every attempt should be made to preserve the uniform expression of the provisions. Changes to correct spelling and other manifest clerical and technical errors and minor form and style conformity issues may be acceptable, but the drafter should keep in mind that text variance from state to state tends to undermine the unity and utility of the interstate agreement.

The entire compact is given a single A.R.S. section number such as:

17-502. Wildlife violator compact  
THE WILDLIFE VIOLATOR COMPACT IS ADOPTED AND ENACTED AS  
FOLLOWS:  
(insert text of compact, including numbering and  
formatting)

If an existing state officer or department is to function for purposes of an interstate compact, that authority should be established in a separate A.R.S. section following the text of the compact:

30-722. Administration  
THE RADIATION REGULATORY AGENCY IS DESIGNATED AS THE  
AGENCY RESPONSIBLE FOR PERFORMING ANY ADMINISTRATIVE AND  
ENFORCEMENT DUTIES ASSIGNED TO THIS STATE BY THE SOUTHWESTERN  
LOW-LEVEL RADIOACTIVE WASTE DISPOSAL COMPACT.

## 4.18 JUDICIAL AND ADMINISTRATIVE REVIEW

### Administrative review

Except as provided in § 41-1092.02, A.R.S. uniform administrative hearing procedures apply to all appealable agency actions and contested cases. These procedures are found in title 41, chapter 6, article 10 and include hearing requirements and requirements for notice, service and review of administrative decisions.

If the drafter does not want these procedures to apply to administrative decisions of a particular state agency or to particular decisions made by a state agency, the drafter should add the exemption to § 41-1092.02, A.R.S.

Note: For clarity, if a state agency is subject to title 41, chapter 6, article 10, the drafter should cite title 41, chapter 6, article 10.

Note also that if a state agency is exempt from title 41, chapter 6, article 10, the drafter should cite the administrative procedures that *do* apply. (For example, title 41, chapter 6, article 6, A.R.S.)

#### Judicial review

Final administrative decisions of state agencies are subject to judicial review pursuant to title 12, chapter 7, article 6, A.R.S. § 41-1092.08, subsection H, A.R.S., provides certain exceptions to judicial review for agencies that are subject to uniform administrative hearing procedures. (See title 41, chapter 6, article 10, A.R.S.)

The drafter may use the following language to provide for judicial review of administrative decisions:

If an agency is subject to title 41, chapter 6, article 10, A.R.S.:

EXCEPT AS PROVIDED IN SECTION 41-1092.08, SUBSECTION H, A DECISION OF THE DEPARTMENT IS SUBJECT TO JUDICIAL REVIEW PURSUANT TO TITLE 12, CHAPTER 7, ARTICLE 6.

If an agency is not subject to title 41, chapter 6, article 10, A.R.S.:

A DECISION OF THE DEPARTMENT IS SUBJECT TO JUDICIAL REVIEW PURSUANT TO TITLE 12, CHAPTER 7, ARTICLE 6.

### **4.19 LEGISLATIVE INTENT SECTIONS**

#### General rule

Intent sections (also called "purpose" or "legislative findings" sections) should not be used in a bill. There are several reasons for this general rule:

- Redundancy. Because each draft should include all provisions that are necessary to carry out legislative intent in the substantive text of the draft, a statement of intent, purpose or findings that mirrors the substantive text is redundant and thus unnecessary.

- Conflict. A statement of intent, purpose or findings that is initially drafted to be in harmony with substantive provisions of a bill may become irrelevant to or in direct conflict with the provisions as subsequently amended. If the statement is not, at the time of the amendment, also amended or repealed, the existence of the statement may confuse the status of the law.

- Misuse of undefined terms. A statement of intent, purpose or findings that purports to state the goal of the proposed legislation may do so by using undefined terms that differ from the terms used in substantive provisions of the bill. The undefined terms may be used later by a court to interpret the act's substantive language either more broadly or more narrowly than was intended. See Friends of Mammoth v. Board of Super. of Mono City, 104

Cal. Rptr. 761, 502 P.2d 1049 (1979), in which the court construed the undefined term "project" by using a broad legislative intent statement, achieving a result that appears to be significantly at odds with the act's substantive language.

- Unforeseen effects. A statement of intent, purpose or findings may include provisions that directly or indirectly grant rights, prohibit actions or are otherwise substantive in nature, having unforeseen effects on other, seemingly unrelated laws.
- Judicial and administrative misuse of argumentative language. A statement of intent, purpose or findings may contain language intended to promote the merits of a bill. If the language is construed by a court in the context of rights or privileges accorded in the substantive provisions of the act, the court's interpretation may yield a result that may not have been intended. See Protective Placement of D.E.R., 155 Wis. 2d 240 (1990), in which the court interpreted a phrase within a legislative intent statement that included sweeping language about protecting individuals to mean that a developmentally disabled individual is entitled to be protectively placed in an environment that requires funding by the county over and above federal, state and county matching monies.

### Exceptions

An intent clause may be useful only under the following circumstances:

- Recodification. If a bill only recodifies existing law without making any substantive changes, a statement of legislative intent may clarify this fact.
- Constitutionality. If there is reasonable probability that a provision of a bill may be declared unconstitutional and that it may help to sustain the provision if the courts are aware of the asserted constitutional basis for the provision or if the courts are aware of certain facts or policy, a statement of legislative intent may indicate compliance with constitutional requirements that is not otherwise apparent. Also, a statement of legislative purpose or intent may counter an allegation of unreasonableness or arbitrariness by indicating a rational basis for action by the legislature. See Sutherland Stat. Const. §§ 20.03 to 20.05 (5th Ed).

### Required use

- § 41-2955, A.R.S., requires that the enabling legislation for each new agency contain a purpose section stating the objectives of the programs. A purpose clause is also required for the rescheduling of each agency for a new ten year cycle. The purpose clause is meant to assist the auditor general to determine if an agency is meeting its legislative mandate.

The following is an example of a purpose section used in the continuation of an agency:

Sec. \_\_. Purpose

Pursuant to section 41-2955, subsection B, Arizona Revised Statutes, the legislature continues the board of cosmetology to ensure that the public is protected from the incompetent practice of cosmetology.

Note: For new agencies the citation is to § 41-2955, subsection E.

- § 41-1107, A.R.S., requires that all legislation that "*diminishes a previous grant of authority to a political subdivision of this state shall contain an intent clause that explains the reason for the diminution of authority.*"

- § 43-223, A.R.S., requires that the enabling legislation for any new individual or corporate income tax credit contain a purpose clause that explains the rationale and objective of the tax credit.

Note: If an intent section is used, it should not include argumentative material or provisions granting rights, prohibiting actions or otherwise creating substantive law and should pertain only to the particular law in question. This section should also appear at or near the end of a bill. (See § 2.10.)

## **4.20 LIBERAL INTERPRETATION SECTIONS**

A basic rule of statutory construction is that statutes are liberally construed to accomplish legislative intent and to avoid making the statute constitutionally invalid. Thus, the drafter need not include a "liberal interpretation section" in preparing a bill. A statement of this rule is included in § 1-211, A.R.S.

## **4.21 LICENSURE, CERTIFICATION AND REGISTRATION**

Consistent and limited meanings apply to the three separate categories of authorization that distinguish the regulation of occupations.

Licensing is a process by which an agency of government grants permission to a person to engage in a given occupation on finding that the applicant has attained the minimal degree of competency required to ensure that the public health, safety and welfare will be reasonably protected. Licensing makes it illegal for anyone who does not hold a valid license to engage in the occupation covered by the statute.

Certification is a form of regulation that grants recognition to persons who have met predetermined qualifications. Only those who meet the qualifications may legally use the designated title. However, noncertified persons may offer similar services to the public if they do not describe themselves as being "certified". Certification is especially appropriate if the public needs assistance in identifying competent practitioners, but the public risks are not severe enough to warrant licensure.

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Registration is the least restrictive alternative form of regulation. Registration requires that a person file that person's name and address with a designated agency. There may also be a registration requirement in combination with minimum practice standards determined by the regulatory agency. The former type of regulation would simply provide a list of registrants while the latter would subject registrants to minimum standards.

#### **4.22 NONSEVERABILITY AND SEVERABILITY CLAUSES**

##### Nonseverability

On occasion the legislature wants an act either to stand or fall as one unit. To avoid a court interpretation that might allow an act to continue in force after a portion is invalidated the drafter should insert a nonseverability clause at or near the end of the bill similar to the following:

Sec. \_\_. Nonseverability  
If any portion of this act is finally adjudicated  
invalid, the entire act is void.

Note: § 1-252, A.R.S., does not apply if an act becomes invalid under a nonseverability clause. All former laws repealed by the invalid act are revived. An invalid statute that purports to repeal a prior statute is ineffective to do so. See Selective Life Ins. Co. v. Equitable Life Assur. Soc. of U.S., 101 Ariz. 594, 422 P.2d 710 (1967).

##### Severability

A severability clause is unnecessary for legal purposes because the courts have repeatedly ruled that regardless of the presence or absence of a severability clause they will sever invalid portions from an otherwise valid act whenever possible. See Cohen v. State, 121 Ariz. 6, 588 P.2d 299 (1978). However, severability provisions are occasionally used even though they add no legal effect to the bill. If requested, the drafter should use the following:

Sec. \_\_. Severability  
If a provision of this act or its application to any  
person or circumstance is held invalid, the invalidity does  
not affect other provisions or applications of the act that  
can be given effect without the invalid provision or  
application, and to this end the provisions of this act are  
severable.

#### **4.23 "NOTWITHSTANDING" CLAUSES**

To state an exception to existing law, the drafter may introduce language with "NOTWITHSTANDING ANY OTHER LAW,", "NOTWITHSTANDING ANY LAW TO THE CONTRARY,", "NOTWITHSTANDING ANY STATUTE TO THE CONTRARY," or

"NOTWITHSTANDING ANY OTHER STATUTE,". Do not say "Notwithstanding any other law to the contrary".

Note: Whenever possible the drafter should find those statutes that conflict with the new provision and refer to them specifically or conform them with the new provision. An accumulation of "notwithstanding" clauses can result in a series of overlapping laws superseding each other. In at least one state (Illinois) the courts have held that the text of the section that contains the contradictory provision must also be amended in the same bill.

#### **4.24 OPEN MEETINGS**

§ 38-431.01, A.R.S., provides that meetings of a public body must be open to the public. "Public body" is defined in § 38-431, A.R.S. If any doubt exists whether an agency is a public body, the bill should specify whether the agency is subject to the open meetings law.

#### **4.25 PENALTIES; CIVIL AND CRIMINAL**

The need for a penalty provision depends on the nature of the bill. Existing statutes should be checked carefully to determine whether a penalty already exists for the particular offense or action.

Penalties may be civil or criminal, or both. A civil penalty may be imposed by a public officer or agency, it may give an injured person a cause of action against the offender or it may suspend or revoke a license or permit to do business. If the criminal provision of a bill relates to a single section, it is customary to insert the criminal code penalty classification within that section as the last subsection.

Except in the case of strict liability crimes (regulatory offenses not requiring a particular mental state for guilt), all criminal offenses should require one of the four mental states defined in § 13-105, A.R.S.

Note: In the section heading of a criminal provision, use the singular "classification" even if there is more than one criminal offense classification.

##### Fines versus penalties

For drafting purposes it is important to note the distinction between penalties and fines if the legislative intent is to impose monetary sanctions as a result of prohibited activity. The Arizona supreme court has held that "penalty" and "fine" are not the same in law. Frazier v. Terrill, 65 Ariz. 131, 175 P.2d 438 (1946). The term "fine" must always be used in the context of criminal activity.

- The following are two examples of civil penalty provisions:

AFTER A HEARING, THE BOARD MAY IMPOSE A CIVIL PENALTY OF NOT MORE THAN \_\_\_\_\_ DOLLARS AGAINST A LICENSEE WHO KNOWINGLY VIOLATES THIS CHAPTER. THE BOARD SHALL DEPOSIT, PURSUANT TO SECTIONS 35-146 AND 35-147, PENALTIES COLLECTED PURSUANT TO THIS SECTION IN THE \_\_\_\_\_ FUND.

\* \* \*

THE BOARD MAY REVOKE OR SUSPEND THE LICENSE OF A DENTIST WHO PERMITS A DENTAL HYGIENIST WHO IS OPERATING UNDER THE DENTIST'S SUPERVISION TO PERFORM AN OPERATION OTHER THAN AS PERMITTED UNDER THIS ARTICLE.

Note: Add "": civil penalty" to the section heading.

- The following are two examples of criminal penalty provisions:

A. A PERSON COMMITS TRESPASS ON PUBLIC LAND BY INJURING ANY WOOD OR TIMBER GROWING ON STATE LAND OR BY CARRYING AWAY ANY SOIL ON OR UNDER THE SURFACE OF THAT LAND.

B. TRESPASSING ON PUBLIC LAND IS A CLASS 3 MISDEMEANOR.

\* \* \*

A PERSON WHO VIOLATES THIS ARTICLE IS GUILTY OF A CLASS 2 MISDEMEANOR.

Note: Add "": classification" to the section heading.

Note: State a criminal penalty as a classified offense ("class 3 felony") instead of as a specific penalty ("imprisonment for 2 to 7 years and a fine of up to \$150,000").

#### Criminal offenses; penalties

Criminal offenses are divided into seven felony classifications, three misdemeanor classifications and petty offenses. Except for class 1 felonies, there is a presumptive term of imprisonment for each felony. This term may be increased or decreased depending on the nature of the offense, the defendant's criminal history and the existence of any mitigating or aggravating circumstances. Fines may also be imposed. Fines for enterprises are set out in § 13-804, A.R.S. Prison terms and maximum fines for individuals are prescribed in §§ 13-701 and 13-801, A.R.S.

All lesser offenses are termed "petty offenses", with no imprisonment authorized and a maximum fine of \$300. Any offense defined outside the criminal code that lacks either designation as a felony or misdemeanor or specification of the classification or the penalty is a petty offense. (See § 13-602, A.R.S.)

## 4.26 POPULATION

If a bill applies different standards to different categories of locations measured by population, the drafter should use language that refers to "a (county) (city) with a population of (less than) (more than) \_\_\_\_\_ (million) (thousand) persons".

Note: The word "population" is defined in § 1-215, A.R.S., as meaning "*the population according to the most recent United States decennial census*". This definition applies to all of the statutes and laws of this state. Note also that at times a bill should use language that refers to both the most recent United States decennial census and the most recent special census. This is usually necessary when a bill distributes tax revenues or apports monies. (See §§ 28-6532 and 42-5029, A.R.S.)

## 4.27 PROCUREMENT CODE; EXEMPTION

Spending public money for goods and services is governed by the procurement code. The applicability of the code and certain exemptions to it are found in title 41, chapter 23, A.R.S.

An exemption from the procurement code is usually for a limited duration and is thus typically in temporary law. The following language illustrates this exemption:

Sec. \_\_. Exemption from the procurement code

The department of economic security is exempt from the procurement code requirements of title 41, chapter 23, Arizona Revised Statutes, for one year after the effective date of this act.

Note: § 35-729, A.R.S., is an example of a permanent exemption in statutory law.

## 4.28 QUORUM; JOINT AUTHORITY OF BOARD OR COMMISSION MEMBERS

Section 1-216, A.R.S., provides:

*A. Words purporting to give a joint authority to three or more public officers or other persons shall be construed as giving the authority to a majority of the officers or persons unless it is otherwise expressly declared in the law giving the authority.*

*B. A majority of a board or commission shall constitute a quorum.*

This statute incorporates the general law that both a majority of the persons given authority to act and a quorum of those persons (not a majority of a quorum of those persons) are essential for valid administrative, legislative or other action. It is not necessary to restate this rule when establishing a new public body. However, the number necessary to act or the



number necessary to comprise a quorum, or both, may be set by the legislature at something other than a majority.

#### **4.29 REFERENCES TO NONSTATUTORY ENTITIES**

The drafter should not make statutory reference to specific entities that are not established by this state's laws. As an alternative the drafter should make general references such as "a national association of retired persons" instead of "the national association of retired persons". This not only limits the possibility of an unconstitutional delegation of legislative authority but avoids inaccurate citations to entities that may change over time without the legislature's knowledge or approval.

#### **4.30 RULES**

##### Authority to make rules

The following language authorizes a state agency to make rules pursuant to the administrative procedure act:

THE (NAME OF AGENCY) MAY ADOPT RULES PURSUANT TO TITLE 41, CHAPTER 6 TO CARRY OUT THIS (CHAPTER) (ARTICLE) (SECTION).

##### Exemption from rules

An exemption from the rule making requirements of title 41 is drafted as temporary law since it is for a limited duration. The following language illustrates this exemption:

##### Sec. \_\_. Exemption from rule making

For the purposes of this act, the department of health services is exempt from the rule making requirements of title 41, chapter 6, Arizona Revised Statutes, for one year after the effective date of this act.

Note: The above language extends a blanket exemption. The drafter may modify the exemption by adding language to require the agency to publish otherwise exempted rules or to provide the public with an opportunity to comment on the proposed rules.

Note also that the drafter should amend § 41-1005, A.R.S., to enact permanent exemptions from the administrative procedure act.

##### Retention of rules

In transferring administrative functions from one agency to another, the drafter should consider including language to retain current rules, such as:

Sec. \_\_. Retention of rules

All rules adopted by the department of health services pursuant to section 36-1300, as repealed by this act, remain in full force until amended by the department of economic security.

(See also § 4.38.)

#### 4.31 SAVING CLAUSES

A saving clause preserves rights and duties that have already matured and proceedings that have already begun. Since a repeal could otherwise destroy rights or obligations, the saving clause must be tailored to the needs of the particular case.

It is usually unnecessary to include a saving clause because of the general applicability of §§ 1-249 and 1-252, A.R.S.:

1-249. Repealing act; effect on pending action or accrued right

*No action or proceeding commenced before a repealing act takes effect, and no right accrued is affected by the repealing act, but proceedings therein shall conform to the new act so far as applicable.*

1-252. Repeal of repealing statute; effect

*The repeal or abrogation of a statute, law or rule does not revive the former statute, law or rule theretofore repealed or abrogated, nor does it affect any right then already existing or accrued at the time of such repeal, nor any action or proceeding theretofore taken, except such as may be provided in the subsequent repealing statute, nor shall it affect any private statute not expressly repealed thereby.*

Nevertheless, the absence of a saving clause in at least one instance has required remedial action by a special session of the legislature (Laws 1922, first special session, chapters 26 and 26-A). In every instance it is important to consider whose direct and collateral rights and duties, including the state's rights, may be affected by the bill.

The following are examples of saving clauses affecting civil and criminal legislation:

Sec. \_\_. Saving clause

This act does not affect rights and duties that matured, penalties that were incurred and proceedings that were begun before the effective date of this act.

Sec. \_\_. Saving clause

This act does not affect any devise made by a will executed before the effective date of this act.

→ → →

Sec. \_\_. Saving clause

This act does not apply to any offense committed before the effective date of this act. Any such offense is punishable as provided by the statute in force at the time the offense was committed.

"Grandfather" clauses

Another type of saving clause is frequently referred to as a "grandfather" clause because it permits those persons already practicing in a profession or business to continue in that capacity even though they may not be able to meet the new law's specifications or qualifications. An example of the "grandfather" clause is:

Sec. \_\_. Current licensees

The board of barber examiners shall issue a license to practice as a barber to any person who holds a valid license to practice barbering in this state on the effective date of this act and who on the expiration of this license pays the required fee and files a medical certificate.

#### **4.32 SHORT TITLE**

The use of a designated short title in Arizona bill drafting is rare. It is occasionally used in bills based on uniform or model acts or in reference to federal law. The short title is usually placed near the end of a bill and is not assigned a section number in the A.R.S. since it is not substantive law. The initial letter of the first word and initial letters of all important words of a short title are capitalized. An example of a short title is:

Sec. \_\_. Short title

Title 12, chapter 16, article 1, Arizona Revised Statutes, as added by this act, may be cited as the "Uniform Contribution Among Tortfeasors Act".

Note: The drafter should modify a model act to conform it with this state's bill drafting conventions and cite it, for example, as the "Revised Arizona Probate Code" instead of the "Uniform Probate Code".

#### **4.33 STATUTORY BOARDS, COMMISSIONS, COMMITTEES AND COUNCILS**

Placement

If a public body is to fulfill an ongoing duty of an unlimited duration, the drafter should place the language that creates it in statutory law. Typical of these kind of entities are the boards that regulate professions and occupations in title 32, A.R.S.

→ → →

## Sunset

The drafter must include a "sunset" provision in the bill unless the board, commission or committee is part of an agency that is already on a sunset schedule. (See § 4.35.)

## Checklist

When creating a board the drafter should consult relevant provisions of the checklist found in § 4.3. Note: Unlike temporary committee members, board members typically do receive compensation "in the amount of \_\_\_\_\_ dollars per day for each day of actual service in the business of the board and all expenses necessarily incurred in attending board meetings" or "as prescribed by section 38-611".

## Appointment of board, commission, committee or council member by legislature

Drafters should be careful in establishing a board, commission, committee or council that performs an executive function where the legislature appoints members. If the legislature appoints a majority of the members, a possible violation of the separation of powers doctrine may occur. See State ex rel. Woods v. Block, 189 Ariz. 269, 942 P.2d 428 (1997).

## Initial terms of members; terms of additional members

Initial terms of appointed members or of additional members are always staggered. The provision prescribing their term of office appears near the end of a bill in temporary law in the following style:

Sec. \_\_. Initial terms of members of \_\_\_\_\_

A. Notwithstanding section \_\_\_\_ (insert number of section establishing terms of members), Arizona Revised Statutes, as added by this act, the (initial) terms of (additional) members of \_\_\_\_\_ are:

1. One term ending January \_\_\_\_, 2006.
2. Two terms ending January \_\_\_\_, 2007.

B. The \_\_\_\_\_ (insert governor or appropriate official) shall make all subsequent appointments as prescribed by statute.

Note: If a person is appointed pursuant to § 38-211, A.R.S., add "on the third Monday in" before "January".

If it is uncertain when a committee will form, or if there are multiple appointing authorities, the law itself may allow the initial members to draw lots to determine among themselves the initial staggered terms:

THE INITIAL MEMBERS SHALL ASSIGN THEMSELVES BY LOT TO TERMS OF TWO, FOUR AND SIX YEARS IN OFFICE. ALL SUBSEQUENT MEMBERS SERVE SIX YEAR TERMS OF OFFICE. THE CHAIRPERSON SHALL NOTIFY THE GOVERNOR'S OFFICE ON APPOINTMENTS OF THESE TERMS.

#### New terms for previously appointed committee members

If prescribing new terms for appointive members, provide for the transition in session law, taking into account the expiration dates of terms of present members, the number of members and whether the new terms are longer or shorter or an odd or even number of years. The following is an example in which an eight member board is retained, but the term of office is changed from eight years to four years:

##### Sec. \_\_. Terms of board members

A. Notwithstanding section 15-1621, Arizona Revised Statutes, as amended by this act, a person who is serving as a member of the Arizona board of regents on the effective date of this act is eligible to continue to serve until expiration of the current term of office.

B. On the expiration of the term in January, 2005 of two members of the Arizona board of regents, the governor shall appoint two members pursuant to section 38-211, Arizona Revised Statutes, for a term beginning January 19, 2005 and ending January 15, 2009.

C. On the expiration of the term in January, 2007 of two members of the Arizona board of regents, the governor shall appoint two members pursuant to section 38-211, Arizona Revised Statutes, for a term beginning January 17, 2007 and ending January 20, 2011. Thereafter, the governor shall appoint two members pursuant to section 38-211, Arizona Revised Statutes, for terms beginning on the third Monday of January of the year of the expiration of the term and ending on the third Monday of January four years thereafter.

#### Election of officers previously appointed

If prescribing the election of officers previously serving by appointment, take into account the effective date of the act (or constitutional amendment), general election dates, the beginning and expiration dates of terms of present members, the number of members and whether the new terms are longer or shorter or for an odd or even number of years.

#### Vacancies

If specific terms of office are not set forth, § 38-295, A.R.S., provides that:

*A. Every officer whose term is not fixed by law shall hold office at the pleasure of the appointing power.*

*B. Every officer shall continue to discharge the duties of the office, although the term has expired, until a successor has qualified. The discharge of the duties of office for appointments requiring senate confirmation shall be governed by section 38-211.*

*C. Vacancies occurring in an office, or in the membership of a board or commission, shall be filled only for the unexpired term of the officer or member.*

Article V, § 8, Constitution of Arizona, provides that when any office becomes vacant and no method is provided by the constitution or by statute for filling the vacancy the governor may appoint someone to fill the vacancy.

Procedures to be used when a vacancy occurs in the legislature are set out in title 41, chapter 7, article 7, A.R.S.

### Retention of members

Often in bills providing for the reorganization of state functions it is appropriate to clarify the effect on appointed officials. The following examples illustrate how to continue certain terms:

#### Sec. \_\_. Retention of members

All persons serving as members of a board, council or commission on the effective date of this act whose board, council or commission is retained as a part of the department of economic security may continue to serve until expiration of their normal terms.

#### Sec. \_\_. Terms of state officers

Notwithstanding any other statute, all terms of state officers appointed pursuant to section 38-211, Arizona Revised Statutes, that are in effect on the effective date of this act expire on the third Monday in January next following the year in which the term would otherwise expire.

#### Sec. \_\_. Retention of members

Notwithstanding section 32-1502, Arizona Revised Statutes, as added by this act, all persons serving as members of the naturopathic physicians board of medical examiners on the effective date of this act may continue to serve until the expiration of their normal terms. The governor shall make all subsequent appointments as prescribed by statute.

### Abolishing an office; restrictions

If a bill has the effect of abolishing an office, the drafter should be aware of § 1-251, A.R.S., that provides:

*A person who at the time an act takes effect holds office under a law repealed by such act continues to hold the office according to the tenure of the law repealed, unless the duties of the office are expressly transferred to some other office.*

This provision cannot be avoided by abolishing an office and then establishing a new office with similar duties. An existing officeholder's term will not be terminated unless the new office to which the officer's duties are transferred has substantially new, different or additional functions or powers. Ahearn v. Bailey, 104 Ariz. 250, 451 P.2d 30 (1969). Moreover, the legislature cannot abolish, prescribe additional qualifications for or otherwise circumvent constitutionally prescribed powers and duties of offices established by the state constitution.

#### **4.34 SUNRISE LEGISLATION**

##### Regulation of health professions

If a bill would regulate a health profession that is now unregulated by this state or would increase the scope of practice of a board-regulated health profession, the drafter should be aware of title 32, chapter 31, A.R.S. That chapter prescribes the requirements that applicants for either initial regulation or an increased scope of practice must meet.

##### Mandated health coverage

If a bill would mandate certain health coverage as a component of individual or group health insurance policies, the drafter should be aware of the reporting requirements of title 20, chapter 1, article 3, A.R.S.

#### **4.35 SUNSET LEGISLATION**

Under state law each new and existing agency has no more than a ten year life span, at the end of which the agency is subject to a sunset review. Title 41, chapter 27, A.R.S., sets out the sunset conditions and procedures, and article 2 of that chapter establishes the sunset schedule for the various agencies.

Each agency is assigned a sunset statute, for example:

41-3002.14. Osteopathic board; termination July 1, 2002

A. *The Arizona board of osteopathic examiners in medicine and surgery terminates on July 1, 2002.*

B. *Title 32, chapter 17 is repealed on January 1, 2003.*

This sample sunset statute illustrates several unique features that should be addressed in each bill that establishes a new agency or changes an agency's sunset termination date:

- The section number corresponds to the year of the sunset termination. In the sample statute, § 41-3002.14 corresponds with the year 2002. All agencies that terminated in 2002 were assigned a statute section in the 41-3002.\_\_\_ series.

- The agency terminates "on July 1" of the appropriate year.

- The enabling statutes for the agency are repealed six months later "on January 1" of the following year under the assumption that even though the agency is officially terminated, it may still require continuing statutory existence while it concludes its affairs.

To change an agency's sunset date the drafter must repeal the existing sunset statute and enact a new statute with a section number corresponding to the new termination year. The following illustrates how to extend an agency for ten years:

Section 1. Repeal  
Section 41-3005.01, Arizona Revised Statutes, is repealed.

Sec. 2. Title 41, chapter 27, article 2, Arizona Revised Statutes, is amended by adding section 41-3015.01, to read:

41-3015.01. Arizona state lottery commission;  
termination July 1, 2015

A. THE ARIZONA STATE LOTTERY COMMISSION TERMINATES ON JULY 1, 2015.

B. TITLE X, CHAPTER X IS REPEALED ON JANUARY 1, 2016.

Sec. 3. Purpose

Pursuant to section 41-2955, subsection B, Arizona Revised Statutes, the legislature continues the Arizona state lottery commission to promote the state lottery's maximum administrative efficiency and financial viability.

Sec. 4. Retroactivity

Sections 1 and 2 of this act are effective retroactively to July 1, 2005.

Note: For purposes of drafting legislation, always number the ten year sunset section so that it ends as .01 regardless of other bills that may also add that same section number. The drafter should not assume that the other bill or bills will actually be enacted. After the legislative session is over the legislative council will renumber all of the newly enacted sunset sections in a consecutive series corresponding to the sunset year.

Note: Always check the statutory reference to make sure a name change has not occurred since the last sunset legislation.

Since sunset legislation usually becomes effective on the general effective date, it is usually necessary to include a retroactivity provision relating back to July 1, the date the agency terminates. Without it there would be a hiatus between July 1 and the general effective date during which the existence and authority of the agency could be called into question. → → →



Section 41-2955, A.R.S., requires legislation that establishes a new agency or continues an existing agency to contain a statement of policy, purpose or objectives of the agency. (See § 4.18.)

#### New program termination

The drafter must also be aware that § 41-3102, A.R.S., requires that "*[a]ny new program that is established by the legislature shall include in its enabling legislation a specific expiration date for the program that is not more than ten years after the effective date of the program's enabling legislation.*" Section 41-3101, A.R.S., defines "program" as "*functions and activities of a state agency or within a state agency that are preplanned to fulfill a distinct mission*".

The drafter will need to carefully determine on a case-by-case basis if this section applies to a particular bill. If the bill includes a sunset section it is not necessary to also include the requirements of § 41-3102, A.R.S.

If the drafter or the sponsor believes that a bill contains a new program, the drafter should include the following language:

THE PROGRAM ESTABLISHED BY THIS (SUBSECTION, PARAGRAPH, SECTION, ARTICLE, CHAPTER) ENDS ON JULY 1, \_\_\_\_ PURSUANT TO SECTION 41-3102.

Note: To avoid confusion, the drafter should not use the word "program" if the legislation does not in fact establish a new program.

Note also that the drafter must add "program termination" to the appropriate section heading.

#### Review of new income tax credits

The drafter should also be aware that § 43-223, A.R.S., requires that "*[a]ny new individual or corporate income tax credit that is enacted by the legislature shall include in its enabling legislation...a specific review year for the joint legislative income tax credit review committee to review the credit.*" The drafter should amend § 43-222, A.R.S., to include a reference to the statutory section establishing the tax credit and the year the tax credit is to be reviewed. The specific review year must be the fifth full calendar year following the date the credit is enacted.

### **4.36 TAX MEASURES; REQUIRED STATEMENT OF OBJECTIVES**

Article IX, §§ 3 and 9, Constitution of Arizona, require that laws that impose, continue or revive a tax must distinctly state the tax and the objects for which it shall be applied.

The Arizona supreme court has held that this requirement relates only to measures imposing a property tax and not to measures imposing an excise tax. See Hunt v. Callaghan, 32 Ariz. 235, 257 P. 648 (1927).

#### **4.37 TRANSFER OF COST OF PROGRAM FROM POLITICAL SUBDIVISION TO STATE; REDUCTION OF EXPENDITURES AND ADJUSTMENT OF TAX REVENUES**

If a bill provides for the transfer of the cost of a program to the state and fails to require that tax revenues of the political subdivision be commensurately reduced, the new state obligation would be subject to the seven percent spending limitation imposed by article IX, § 17, Constitution of Arizona. In addition, article IX, § 17, Constitution of Arizona, allows the state to adjust the seven percent limit during the first fiscal year of the transfer. To enable the economic estimates commission to make the adjustment, in the case of a legislative transfer the effective date prescribed by the bill should be July 1, the beginning date of the fiscal year following the fiscal year beginning July 1 in which the bill is proposed for enactment.

The drafter should include provisions similar to the following temporary law sections in an act transferring program costs from a political subdivision to the state. Please note that the following is only an example. Each situation involving a transfer will be unique:

Sec. \_\_. Reduction of expenditures and adjustment of tax revenues

A. To adjust for the transfer of the cost of the ( ) program to the state, the (political subdivision) shall commensurately decrease tax revenues under article IX, section 17, Constitution of Arizona.

B. Not later than October 1, 200\_, the economic estimates commission shall adjust the state appropriation percentage limitation in the manner prescribed by article IX, section 17, Constitution of Arizona, and report this adjustment to the legislature.

Sec. \_\_. Effective date

Sections \_\_\_\_, \_\_\_\_ and \_\_\_\_ of this act are effective on July 1, 200\_.

#### **4.38 TRANSFER OF PERSONNEL, EQUIPMENT AND MONIES; TRANSFER AND SUCCESSION OF POWERS**

Transfer of personnel, equipment and monies

The following are examples of provisions for the transfer of personnel, equipment and monies between agencies or from an old agency to a new or successor agency:

Sec. \_\_. Succession

A. As provided by this act, the (new department) succeeds to the authority, powers, duties and responsibilities of (old agency #1) and (old agency #2).

B. This act does not alter the effect of any actions that were taken or impair the valid obligations of the (old agencies) in existence before January 1, 200\_\_.

C. Administrative rules and orders that were adopted by the (old agencies) continue in effect until superseded by administrative action by the (new department).

D. All administrative matters, contracts and judicial and quasi-judicial actions, whether completed, pending or in process, of the (old agencies) on January 1, 200\_\_ are transferred to and retain the same status with the (new department).

E. All certificates, licenses, registrations, permits and other indicia of qualification and authority that were issued by the (old agencies) retain their validity for the duration of their terms of validity as provided by law.

F. All equipment, records, furnishings and other property, all data and investigative findings and all appropriated monies that remain unexpended and unencumbered on January 1, 200\_\_ of the (old agencies) are transferred to the (new department).

G. All personnel who are under the state personnel system and employed by the (old agencies) are transferred to comparable positions and pay classifications in the respective administrative units of the (new department) on January 1, 200\_\_.

**Transfer and succession of powers**

**If a new agency is to replace an existing agency, the drafter should include temporary law to cover the succession and transfer of functions:**

Sec. \_\_. Transfer of powers

The department of economic security succeeds to the powers and duties of the following:

1. The employment security commission of Arizona and its Arizona state employment service, unemployment compensation and administrative service divisions.
2. The state department of public welfare.
3. The division of vocational rehabilitation.
4. The veterans service commission.
5. The state office of economic opportunity.
6. The apprenticeship council.
7. The state office of manpower planning.
8. The state department of mental retardation.

In transferring functions from one agency to another, the drafter should consider including language to ratify or confirm prior actions, obligations and rules of the old agency such as:

Sec. \_\_. Transfer of powers; effect

A. All matters, including contracts, orders and judicial or quasi-judicial actions, whether completed or pending, of the (old agency) are transferred, on the effective date of this act, and maintain the same status with the (new agency).

B. Rules adopted by the (old agency) are effective until superseded by rules adopted by the (new agency).

C. All personnel, property and records, all data and investigative findings and all appropriated monies remaining unspent and unencumbered of the (old agency) are transferred to the (new agency) and may be used for the purposes of this act.

#### **4.39 TRANSFERRING AND RENUMBERING STATUTORY SECTIONS**

Note: The drafter should not renumber statutory sections unless there is a compelling reason to do so. Renumbering may obscure a measure, make subsequent changes or amendments more difficult or impair the tracing of legislative history. Renumbering also may result in ambiguity and increases the likelihood of drafting errors. It is also expensive because internal references, index entries, annotations, administrative rules and explanatory materials, such as bulletins published by state agencies, must all be changed to conform to the renumbering.

A section of codified law is renumbered if it is moved to a different placement in the same statutory article (or in title 13, in the same chapter). A section of codified law is transferred and renumbered if it is moved to a different title, chapter or article. A section of a bill may renumber or transfer and renumber a statutory section, article or chapter as in these examples:

Sec. \_\_. Renumber

Section 41-1846, Arizona Revised Statutes, is renumbered as section 41-1842.

Sec. \_\_. Transfer and renumber

Section 13-292, Arizona Revised Statutes, is transferred and renumbered for placement in title 13, chapter 23, Arizona Revised Statutes, as section 13-2309.

Sec. \_\_. Transfer and renumber

Title 36, chapter 28, Arizona Revised Statutes, is transferred and renumbered for placement in title 49, Arizona Revised Statutes, as chapter 5, entitled "HAZARDOUS WASTE DISPOSAL". The transferred articles are renumbered, with title 36, chapter 28, articles 1, 2 and 3 becoming, respectively, title 49, chapter 5, articles 1, 2 and 3. The transferred sections, previously included in title 36, chapter 28, articles 1, 2 and 3, are renumbered for placement in title

49, chapter 5, articles 1, 2 and 3, respectively, the first number being replaced by the second number as follows: 36-2801 as 49-901, 36-2802 as 49-902 ... and 36-2844 as 49-944.

If multiple statutory sections are transferred and renumbered in one of the initial sections of a bill but are amended later in the same act, the disposition text should read as follows:

Sec. \_\_. Section 13-2309, Arizona Revised Statutes, as transferred and renumbered by this act, is amended to read:

Also an amendment of a section may be combined with the transfer and renumbering of a section as follows:

Sec. \_\_. Section 13-541.01, Arizona Revised Statutes, is transferred and renumbered for placement in title 13, chapter 24, Arizona Revised Statutes, as section 13-2409 and, as so renumbered, is amended to read:

The following bill title is an example of language suggested for use when transferring divisions of the A.R.S. (e.g., articles and chapters), renumbering the sections within the division and amending a renumbered section:

TRANSFERRING AND RENUMBERING TITLE 15, CHAPTER 9, ARTICLE 4, ARIZONA REVISED STATUTES, FOR PLACEMENT IN TITLE 32, ARIZONA REVISED STATUTES, AS CHAPTER 30; TRANSFERRING AND RENUMBERING TITLE 15, CHAPTER 9, ARTICLE 4, ARIZONA REVISED STATUTES, AS TITLE 32, CHAPTER 30, ARTICLE 1, ARIZONA REVISED STATUTES; TRANSFERRING AND RENUMBERING SECTIONS 15-931, 15-932, 15-932.01 AND 15-933 THROUGH 15-946, ARIZONA REVISED STATUTES, RESPECTIVELY, AS SECTIONS 32-3001 THROUGH 32-3017; AMENDING SECTION 32-3007, ARIZONA REVISED STATUTES, AS TRANSFERRED AND RENUMBERED BY THIS ACT. . . .

#### **4.40 UNIFORM AND MODEL ACTS**

The National Conference of Commissioners on Uniform State Laws (NCCUSL) in an interstate organization of attorneys who draft and propose "uniform" acts intended to be adopted by all states for the purpose of consistency of laws from state to state. Arizona's delegation to NCCUSL is the commission on uniform laws (A.R.S. § 41-1306). The most notable example of a uniform law is the Uniform Commercial Code (A.R.S. title 47). Consistent with the goal of uniformity, "uniform" laws should be drafted with as few changes as possible.

"Model" acts may be occasionally submitted for drafting. A model act should be considered to be a guide for proposed legislation. Unlike "uniform" acts, model acts may originate from any number of sources and are prepared with varying degrees of skill and quality. The text of a model act may be changed as necessary to conform to the drafting rules, forms and styles of this manual.

#### **4.41 VACANCY SAVINGS**

Section 35-174, A.R.S., provides that vacancy savings must revert to the state general fund at the end of each fiscal year. Vacancy savings are monies saved or generated in personal services and employee related expenditures by not filling vacant or newly authorized positions, filling a position at a step or grade lower than authorized or a downward reclassification of an authorized position. An example of creating an exemption to the vacancy savings law as well as authorizing additional positions is as follows:

Sec. \_\_\_\_ Authorization for additional positions;  
vacancy savings exemption

Notwithstanding section 35-174, Arizona Revised Statutes, relating to vacancy savings, the department of administration is authorized to fill two additional positions in order to comply with the requirements of section 41-1304.05, Arizona Revised Statutes.

## CHAPTER 5

### GENERAL INSTRUCTIONS AS TO FORM AND STYLE

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- 5.1 General Drafting Rules
- 5.2 Classification, Arrangement and Numbering of the A.R.S.
- 5.3 Capitalization
- 5.4 Age
- 5.5 Federal Statutes and Regulations
- 5.6 Citing the Arizona Constitution
- 5.7 Citing Internal References to the A.R.S.
- 5.8 Numbers, Dates and Times
- 5.9 Officer and Agency Names
- 5.10 Punctuation
- 5.11 Spelling
- 5.12 Use of Synonyms
- 5.13 Words and Phrases to Avoid
- 5.14 Use of the Present Tense
- 5.15 Use of the Active Voice
- 5.16 Use of the Masculine Pronoun
- 5.17 Lists; Format
- 5.18 Use of Modifiers
- 5.19 Use of "Amount" and "Number"
- 5.20 Use of "Fewer" and "Less"
- 5.21 Use of "Biennially" and "Biannually"
- 5.22 Use of "Bimonthly" and "Semimonthly"
- 5.23 Use of "Consecutive" and "Successive"
- 5.24 Use of "Continual" and "Continuous"
- 5.25 Use of "Assure", "Ensure" and "Insure"
- 5.26 Use of "Except" and "Provided"
- 5.27 Use of "Farther" and "Further"
- 5.28 Use of "Funds" and "Monies"
- 5.29 Use of "If", "Where" and "When"
- 5.30 Use of "Includes"
- 5.31 Use of "Shall" and "May"
- 5.32 Use of "Such"
- 5.33 Use of "That" or "Which"
- 5.34 Use of "Therefore" and "Therefor"
- 5.35 Use of "Through"
- 5.36 Use of "Certified mail" and "Registered mail"
- 5.37 Use of "Person" and "Individual"

## **CHAPTER 5**

### **GENERAL INSTRUCTIONS AS TO FORM AND STYLE**

#### **5.1 GENERAL DRAFTING RULES**

The goal of good bill drafting is to make legislation as short, simple and readable as possible while not sacrificing clarity or precision. The instructions enumerated in this chapter are designed to achieve this goal. The following are some of the most basic drafting rules that are discussed in this chapter:

- Use only necessary and understandable words. (See §§ 5.12 and 5.13.)
- Do not use unnecessary legalese or redundant legal phrases. (See §§ 5.12 and 5.30.)
- Do not use slang, acronyms or abbreviations.
- Keep sentences as brief as possible by limiting them to a single thought.
- Keep new statutory sections as short as possible.
- Use section divisions to break down lengthy statutes into understandable units. (See § 5.2.)
- Use a list to describe multiple duties or actions. (See § 5.17.)
- Use "shall" only to impose a duty to act. (See § 5.31.)
- Use "may" to grant discretion or authority to act. (See § 5.31.)
- Use the present tense. (See § 5.14.)
- Use the active voice. (See § 5.15.)
- Avoid using pronouns. (See § 5.16.)
- When amending existing law use the most current version. (See § 4.11 first "Note".)

#### **5.2 CLASSIFICATION, ARRANGEMENT AND NUMBERING OF THE STATUTES**

The Arizona Revised Statutes are comprised of the compiled laws of the state of Arizona and are divided, according to subject matter, into forty-nine titles. The designations given the titles were selected to indicate the broad principal subject matter allocated to each title so that an examination of the list of titles will show the approximate location of a particular law.

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Title and chapter headings take the following form:

TITLE 16  
ELECTIONS AND ELECTORS  
CHAPTER 1  
REGISTRATION OF ELECTORS

Article headings take the following form:

ARTICLE 1. REGISTRATION REQUIREMENTS

A compound or hyphenated section numbering system is used. The digits to the left of the hyphen represent the number of the title in which the section appears. The digits to the right of the hyphen indicate the section number. Usually, the first section in each title is appropriately numbered 101: e.g., the first section in title 1 is 1-101; the first section in title 46 is numbered § 46-101. If additional section numbers must be added between existing sections, decimal hundredth sections may be used such as 46-101.01, 46-101.02, etc.

Section divisions have the following designations:

- A. Subsection (capital letter followed by a period)
- 1. Paragraph (Arabic numeral followed by a period)
- (a) Subdivision (lower case letter in parentheses)
- (i) Item (lower case Roman numeral in parentheses)

Divisions beyond items are not used in the A.R.S.

An outline consisting of the heading of each chapter and article within the title is printed at the beginning of each title in the published A.R.S. At the beginning of each chapter a chapter analysis is printed consisting of each article heading, section heading and section number appearing in the chapter.

When adding a new chapter in the A.R.S. it is preferable to have the first section end with the number "01" or "51", such as 32-301 and 41-2351. The first section in a new article should end with the number "1", such as 32-331 or 36-851.

When determining what number should be used to begin a new chapter or article, the drafter must remember that the legislative process is not static. If possible, the drafter should leave sufficient free numbers to allow expansion of the current law. Title 41, chapter 19, A.R.S., contains only five sections, therefore, chapter 20 of that title begins with § 41-2351. If title 41, chapter 19 had contained forty sections, chapter 20 would have begun with § 41-2401 to leave room for expansion of chapter 19.

Note: Do not divide a statutory section unit unless there are at least two smaller units involved.

### **5.3 CAPITALIZATION**

In bill drafting only the following terms are capitalized:

- Proper nouns (proper names). Note: Do not capitalize derivatives of proper names with acquired independent meaning, as in "arabic numbers" or "roman numerals".
- Arizona Revised Statutes.
- Congress (when referring to the Congress of the United States).
- Constitution (when preceded by "Arizona" or "United States", or followed by "of Arizona" or "of the United States").

In memorials and resolutions all titles of officers and entities, as well as names of agencies, are capitalized.

Note: If the drafter is adding a word or words to the beginning of an existing sentence do not strike the word that had appeared first in the original sentence to show the initial letter of the word in lowercase. And if a draft strikes a word or words from the beginning of a sentence do not strike the word that is now the first word in the sentence to capitalize that word. In both instances the drafter only has to show the proper capitalization.

### **5.4 AGE**

The drafter should use the following language to prescribe age categories:

"A person who is under eighteen years of age...."

"A person who is at least eighteen years of age...."

### **5.5 FEDERAL STATUTES AND REGULATIONS**

#### Delegation issues

The legislature may not delegate its power to make laws. See Lake Havasu City v. Mohave County, 138 Ariz. 552, 675 P. 2d 1371 (1984). Therefore, the drafter should not use language that makes a statute appear dependent on federal law for its administration or enforcement. The drafter may use the following techniques to avoid an unlawful delegation:

- If the intent of the bill is to conform state law to current federal law, the drafter should simply incorporate the pertinent federal language into the bill.

→ → →

- If it is impracticable to restate or repeat the federal law, the drafter should require the appropriate state agency to adopt rules based on the federal law and to revise them as necessary to keep them current.

#### Use of "as amended"

The use of the phrase "as amended" can cause problems in drafting statutes. The general rule is that a legislature may not confer on the United States or other government authorities the power to determine what rule is in force in this state or condition changes in its rule based on changes in rules enacted by the United States or elsewhere.

If at the time the legislature adopts by reference a measure to which amendments have previously been made, the use of "as amended" indicates that the legislature intended to include the amendments previously made. However, the legislature may not constitutionally delegate its authority by using "as amended" to include future amendments by the authorities of another state or the United States to the measure that the other state or the United States adopts. See Scappaticci v. Southwest Savings and Loan Ass'n, 135 Ariz. 456, 662 P.2d 131 (1983); Sutherland, Stat. Const. § 51.08 (5th Ed).

#### Citation of a federal act

The following is an example of a complete citation to a federal act:

"BOARD" MEANS THE UNITED STATES METRIC BOARD EXISTING UNDER THE METRIC CONVERSION ACT OF 1975 (P.L. 94-168; 89 STAT. 1007; 15 UNITED STATES CODE SECTION 250a).

Note the following:

- If citing consecutive sections or subsections, give inclusive numbers. Do not use "et seq."
- If a federal act has no popular name, it should be cited by date of enactment: "Act of \_\_\_\_\_, 19 \_\_\_\_\_" followed by the statutory references.
- Cite to the official United States Code, not to the unofficial United States Code Annotated (e.g., 15 United States Code section 260a not 15 United States Code Annotated section 260a).
- The abbreviation "P.L." should be used in citations to federal acts, but generally "Public Law" should be used in the text of Arizona Revised Statutes.

- Many public laws contain material unrelated to the U.S. Code section or contain only amendments that do not include all of the text that the drafter intends to cite.

#### Citation of a federal regulation

An example of a citation to the Code of Federal Regulations is:

EPA Effluent Limitations Guidelines, 40 Code of Federal Regulations section 405.53 (1980).

If the number cited contains a decimal it is a citation to a CFR section, and if the citation contains only a whole number it is a citation to a CFR part.

#### Citation to the federal poverty guidelines

The term "federal poverty guidelines" is defined in §1-215, A.R.S., as meaning the *"guidelines as updated annually in the federal register by the United States department of health and human services"*. This definition applies to all of the statutes and laws of this state.

Note: The guidelines are sometimes referred to as the "federal poverty level", but this term is ambiguous and the drafter should not use it.

### **5.6 CITING THE ARIZONA CONSTITUTION**

A reference to the Arizona Constitution in the statutes should be as follows, using Roman numerals for the article designation and Arabic numerals for the remainder of the citation.

. . . article IV, part 1, section 2, Constitution of Arizona.

It is preferable in dividing section units within the Constitution of Arizona to conform as closely as possible to the division units within A.R.S. (subsections, paragraphs, subdivisions and items) for ready comprehension rather than use unidentified paragraph units and designations for which there is no agreed upon citation form.

### **5.7 CITING INTERNAL REFERENCES TO THE A.R.S.**

Note: Do not cite session law in statutory text.

In referring to a section of the statutes within the body of the bill, the word "section" is written out, as "section 35-173".

→ → →

- In citing a complete article, use the following style:

. . . title 12, chapter 6, article 2 [or] article 2 of this chapter [or] chapter 3, article 1 of this title.

- If making a reference within a section to another division, use the following style:

. . . as provided in subsection A.

. . . as provided in subsection A, paragraph 1.

. . . as provided in subsection A, paragraph 1, subdivision (a).

. . . as provided in subsection A, paragraph 1, subdivision (a), item (i).

- If a reference is made to a division of another section of the statutes, the designation would be "as provided in section 42-101, subsection A". Also, internal references within a section that refer to any other section of the A.R.S. should be denoted as such by the addition of the phrase "of this section".

- "Of this section" is not required in the following example:

A. ON THE DEATH OF A TAXPAYER, THE AMOUNT OF GAIN RELATED TO AN OUTSTANDING RECEIVABLE THAT HAS NOT PREVIOUSLY BEEN INCLUDED IN INCOME SHALL BE INCLUDED IN INCOME.

B. SUBSECTION A DOES NOT APPLY IF A BOND IS FILED WITH THE DEPARTMENT IN AN AMOUNT THAT THE DEPARTMENT CONSIDERS TO BE NECESSARY.

- "Of this section" is required in the following example:

A. EXCEPT AS PROVIDED IN SUBSECTION B OF THIS SECTION, A PERSONAL EXEMPTION IS ALLOWED IN THE AMOUNT OF ONE THOUSAND DOLLARS.

B. THE DEPARTMENT SHALL ANNUALLY REVISE THE DOLLAR AMOUNTS SPECIFIED IN SUBSECTION A OF THIS SECTION TO REFLECT CHANGES MANDATED BY SECTION 43-252.

- Use "OF THIS SECTION" if there is a reference to another A.R.S. section number (i.e., "section 23-4301").
- Do not use "OF THIS SECTION" if the other reference is not an A.R.S. section (i.e., a reference to another title, chapter or article of A.R.S. or to the U.S. Code or Federal Regulations).

- Use "OF THIS SUBSECTION" if there is more than one subsection within that section that has paragraphs under it.

Note: If the drafter is adding language to or striking language in an A.R.S. section, the drafter should also review the entire statutory section to determine if "OF THIS SECTION" needs to be added to or stricken from the existing text.

## **5.8 NUMBERS, DATES AND TIMES**

In permanent law numerals and simple fractions are written out, as, "One hundred four thousand dollars fifty cents" (no comma) and "two-thirds". Exceptions to this rule are as follows:

- Statutory citations, "section 15-101, paragraph 2".
- Legal descriptions of real property.
- Dates, "January 1, 2005" or "fiscal year 2005-2006".
- Times, "4:00 p.m.".
- Criminal classes, "class 1 felony".
- Complex numbers, "... multiplied by .0324 ...".
- Appropriations, "\$5,014,200.50".
- Amounts under one cent, "\$0.00001 cent per gallon".
- Road or highway designations, "Interstate Highway 40".

Note: Do not use the word "and" when writing a number, as "fifty-five dollars and fifty cents", and do not follow the spelled out number with the figures in parentheses, as "five (5) dollars".

→ → →

When writing dates and times:

**Do not use:**

**Use:**

July first, two thousand  
five

***July 1, 2005***

June 30th, June thirtieth, or  
the thirtieth day of June

***June 30***

2005-06

***2005-2006***

twelve o'clock noon

***12:00 noon***

beginning on October 1, 2000

***beginning October 1, 2005***

ten o'clock p.m.

***10:00 p.m.***

two-fifteen a.m.

***2:15 a.m.***

## **5.9 OFFICER AND AGENCY NAMES**

Precision requires that a statute drafter use the proper title of any officer or governmental agency. If in doubt, check the following statutes that authorize the office or establish the agency:

Arizona Board of Regents	15-1621
Arizona Department of Agriculture	3-102
Arizona Department of Racing	5-101.01
Arizona Game and Fish Commission	17-101
Arizona Game and Fish Department	17-101
Arizona Geological Survey	27-151
Arizona Health Care Cost Containment System Administration	36-2903
Arizona Historical Society	41-821
Arizona State Library, Archives and Public Records	41-1331
Arizona State Lottery Commission	5-502
Arizona State Parks Board	41-511
Arizona State Retirement System	38-711
Arizona State Schools for the Deaf and the Blind	15-1301
Attorney General	41-191
Commission for the Deaf and the Hard of Hearing	36-1942
Commission on the Arts	41-981
Commission of Indian Affairs	41-541
Corporation Commission	40-102
Department of Administration	41-701
Department of Building and Fire Safety	41-2141
Department of Commerce	41-1502
Department of Economic Security	41-1952
Department of Education	15-231
Department of Emergency and Military Affairs	26-101

Department of Environmental Quality	49-102
Department of Financial Institutions	6-110 (eff. 1/1/06)
Department of Gaming	5-604
Department of Health Services	36-102
Department of Insurance	20-101
Department of Juvenile Corrections	41-2802
Department of Law	41-193
Department of Liquor Licenses and Control	4-111
Department of Mines and Mineral Resources	27-101.01
Department of Public Safety	41-1711
Department of Revenue	42-1002
Department of State	41-121.02
Department of Transportation	28-331
Department of Water Resources	45-102
Department of Weights and Measures	41-2051
Governor	41-101
Industrial Commission of Arizona	23-101
Joint Legislative Budget Committee	41-1271
Legislative Council	41-1301
Office of Administrative Hearings	41-1092.01
Office of Tourism	41-2301
Public Safety Personnel Retirement System	38-841
Radiation Regulatory Agency	30-652
Secretary of State	41-121
State Banking Department	6-110 (until 1/1/06)
State Board of Equalization	42-16152
State Board of Tax Appeals	42-1252
State Department of Corrections	41-1602
State Hospital	36-201
State Land Department	37-101
State Mine Inspector	27-121
State Real Estate Department	32-2101
State Treasurer	41-171
Superintendent of Public Instruction	15-251

## 5.10 PUNCTUATION

A properly drafted bill requires little punctuation. Short simple sentences avoid the need for excessive punctuation, facilitate amendment and reduce the possibility of misinterpretation.

The following rules are designed to promote uniformity in punctuation:

### Colons

- Do not use a colon in the text of a section except to introduce a series. For a series of indented subsections, paragraphs, subdivisions or items following a colon, use a period at the end of each.

→ → →



## Commas

Commas should be used sparingly but are appropriate in the following instances:

- To separate the items in a series, as in "the governor, the director, the attorney general and the secretary of state . . . ." Note: The comma is omitted before the conjunction "and" or "or" within a series of words, phrases or clauses.
- To set off dates, as in "Beginning on July 1, 2002, the director shall . . . ."
- To set off clauses that describe a subject *already identified* but not clauses that identify the subject ("The director who is appointed pursuant to section 36-2903 shall . . . .").

Note: Never separate the subject of the sentence from its verb by only one comma.

- Before a conjunction if both clauses are a complete sentence.
- Before "except that" if what follows is a complete sentence.

## Quotation marks

Unless the entire sentence is quoted, place a period or comma *outside* the last quotation mark. For example: FOR THE PURPOSES OF THIS SUBSECTION, "STOP", "STOPPED" OR "STOPPING" MEANS . . . .

## **5.11 SPELLING**

### Use of dictionary

The drafter should follow *Webster's New International Dictionary* (unabridged) or *Merriam Webster's Collegiate Dictionary* in the spelling, compounding and dividing of words, except if otherwise provided in this manual.

### Use of hyphens

Use hyphens sparingly. Do not hyphenate foreign phrases when used as adjectives, e.g., "prima facie evidence". Other words that are not hyphenated include "semiannual", "per cent", "audiovisual", "statewide", "cochairperson", "copayment", "eight point type", "nonprofit" and "toll free".

Use a hyphen with a proper noun as in "non-Indian". Also, "vice-president" and "vice-chairperson" are hyphenated.

## **5.12 USE OF SYNONYMS**

In drafting legislative measures use short, simple words. Do not use synonyms. Use the same word, if the same meaning is intended. Statute drafting requires uniformity as a price for precision in communicating. The creative writing style of varying terminology to provide more reader appeal is not appropriate for drafting.

## 5.13 WORDS AND PHRASES TO AVOID

### Do not use the following words and phrases:

aforesaid  
aforementioned  
before-mentioned

duly  
herein  
hereinabove

hereinafter  
hereunder  
in no event

same (as a substitute for it, he, him, etc.)  
said  
shall be  
thereof

thereto  
therewith  
to wit

whatsoever  
whensoever  
wheresoever

- When referring to the superior court do not say, for example, "the Maricopa county superior court". Say "the superior court in Maricopa county".
- When referring in a bill to another statutory section do not say "the provisions of section 36-2903 do not apply". Say "section 36-2903 does not apply", unless the reference is to a specific provision of a statutory section. (See, for example, § 4.2.)

→ → →

**Do not use:****Use instead:**

accord  
adequate number of  
administrative penalty  
afforded  
and/or  
any and all

*give*  
*enough*  
*civil penalty*  
*given*  
*a or b, or both,*  
*all*

as long as  
at the place  
at the time  
attorney's fees  
by and with

*if*  
*where*  
*when*  
*attorney fees*  
*by*

commence  
complete  
consequence  
constitute and appoint  
create

*begin*  
*finish*  
*result*  
*appoint*  
*establish*

crisis situation  
do and perform  
during such time as  
each and every  
emergency situation

*crisis*  
*do*  
*while*  
*each*  
*emergency*

evidence, documentary or  
otherwise  
expend  
fail, refuse and neglect  
facsimile or telefacsimile  
for the purpose of

*evidence*  
  
*spend*  
*fail*  
*fax*  
*to*

forthwith  
full and complete  
give consideration to  
greater than (when referring to quantity)  
however or provided  
he or she

*promptly [or] immediately*  
*full*  
*consider*  
*more than*  
*if [or] unless [or] state the condition*  
*he, the applicant, etc.*

hold himself out  
if any person shall violate  
if it shall appear that  
if it shall be necessary

*claim (or purport) to be*  
*a person who violates*  
*if it appears*  
*if it is necessary*

**Do not use:**

**Use instead:**

in accordance with	<i>according to [or] pursuant to [or] under</i>
in the event that	<i>if</i>
in the preceding section	<i>in section (insert number)</i>
inc.	<i>incorporated</i>
in its discretion may	<i>may</i>
includes, but is not limited to,	<i>includes</i>
in lieu of	<i>instead of [or] in place of</i>
is applicable	<i>applies</i>
is defined and shall be construed	<i>means</i>
to mean with reference to	
is hereby authorized and	<i>may</i>
empowered to	
is hereby vested with power and	<i>shall</i>
authority and it shall be its	
duty in carrying out the	
provisions of this act	
is null and void	<i>void</i>
is ordered and directed to	<i>shall</i>
is required to	<i>shall</i>
it is his duty to	<i>shall</i>
it shall be lawful	<i>may</i>
it shall be unlawful	<i>it is unlawful</i>
lay member	<i>public member</i>
less	<i>minus</i>
make application	<i>apply</i>
make inquiry	<i>inquire</i>
man-made	<i>artificial</i>
not (less) (fewer) than	<i>at least</i>
not-for-profit	<i>nonprofit</i>
not to exceed	<i>not more than</i>
nothing in this section shall be	
construed to	<i>this section does not</i>
notwithstanding any other	<i>notwithstanding any</i>
provision of law to the	<i>other statute [or]</i>
contrary	<i>notwithstanding any</i>
	<i>other law [or]</i>
	<i>notwithstanding any</i>
	<i>law to the contrary</i>

→ → →

**Do not use:**

**Use instead:**

on and after June 30, 1994

*June 30, 1994 if noon  
is intended; from and after  
June 30 if midnight is  
intended (See § 4.11.)*

order, adjudge and decree  
over the age of sixteen

*order  
at least seventeen  
years of age*

part and portion  
per centum [or] percent  
per annum  
practical  
prior to

*part  
per cent  
a year  
practicable  
before*

provide assistance to  
provided, however

*assist  
if [or] except [or] unless [or]  
specifically state the condition  
certified mail (See § 5.36.)*

registered mail  
regular mail  
rule and regulation  
set forth

*first class mail  
rule (except Title 23.)  
state*

shall be  
shall be in full force  
and effect

*is [or] are  
is effective*

shall have the right  
so long as  
sole and exclusive  
State of Arizona

*may  
if  
sole  
this state [or] Arizona*

a statement setting forth  
subsequent to  
terms and conditions  
through  
the same is hereby  
under the provisions of  
upon  
up to

*state  
after  
conditions  
until  
is  
under  
on  
not more than*

U. S.  
utilize  
verified statement  
with reference to  
when  
wherein

*United States  
use  
notarized statement  
about  
if  
in which*

## 5.14 USE OF THE PRESENT TENSE

In drafting use the present tense since a statute speaks as of the time that it is read. "A person who drives recklessly" not "A person who shall drive recklessly".

Section 1-214, A.R.S., stipulates that words in the present tense include the future as well as the present.

Do not use "shall" to convey future meaning. Since statutes are generally prospective in application those unfamiliar with drafting often incorrectly deem it necessary to use future tense in writing proposed statutory text. However, a statute speaks as of the time it is being read, not merely as of the time it was enacted. In addition, present tense is more readily understood and presents more forceful admonitions. Declarative sentences are preferable to unnecessary mandatory or imperative sentences.

### **Do not use:**

It shall be unlawful

If a member shall resign

The term "person" shall mean

The equipment shall remain the  
property of the lessor

No person shall be entitled

This section shall not be  
construed to

Who shall serve

### **Use instead:**

It is unlawful

If a member resigns

"Person" means

The equipment remains the  
property of the lessor

No person is entitled

This section does not

Who serves

Note: See § 5.31 for the proper use of "shall".

## 5.15 USE OF THE ACTIVE VOICE

Use the active voice in drafting. The active voice is more direct and less subject to misinterpretation than the passive voice. It may not always be clear on whom a duty is imposed or a power or privilege conferred when the passive voice is used. The verb form is passive if it consists of a form of the verb "to be" and the past participle of another. To avoid the passive voice do not use the words "shall be". As examples consider:

- The notices shall be mailed by the secretary. (passive)
- The secretary shall mail the notices. (active)

## 5.16 USE OF THE MASCULINE PRONOUN

New legislation should be drafted in "gender-neutral" terms and should avoid using the masculine pronoun. However, in some cases this might result in confusion, awkward sentence structure or improper grammar, and in those cases the drafter may use a gender specific pronoun. A drafter may also amend existing statutory text to use gender-neutral terms at the drafter's option. In any case, the use of gender-neutral terminology should be consistent with the following principles:

- § 1-214, A.R.S., subsections C and D provide:

*C. Words of the masculine gender include the feminine and the neuter.*

*D. Words of the feminine gender include the masculine and the neuter.*

This provides all the legal authority necessary for the statutes to apply to males and females alike (unless, of course, there is some biological basis for exclusivity as, for example, statutes relating to pregnancy or paternity litigation). Gender-neutral drafting efforts should not carry or produce an implication that gender specific text is biased, exclusive or otherwise defective.

- Gender neutrality should not call attention to itself through the use of contrived terms or awkward sentence structure. Select replacement terminology with care. "Police officer" may be a satisfactory replacement for "policeman", but "military officer" is not the equivalent of "serviceman".

- When amending existing statutory text, the drafter may make incidental changes to enact gender-neutral terms.

- Unless specifically asked by a legislator do not prepare amendments to bills solely to make gender changes in existing or proposed new law and do not include page and line instructions to replace a gender-specific term with a gender-neutral term.

The following example illustrates the proper way to avoid a personal pronoun:

A person shall not claim to be qualified to provide hearing services if that person is not certified by the board. If the department denies an application for certification, the applicant or the applicant's designee may personally appear before the board chairman to object to the board's ruling.

Note: Do not say "the applicant or their designee".

## 5.17 LISTS; FORMAT

The drafter should use a list to set out related elements such as definitions, powers, duties, restrictions, examples and conditions.

To properly use a list the drafter shall:

1. Introduce the listed items by lead-in language that ends in a colon.
2. List each distinct item in a separately numbered paragraph if the lead in is in a section or subsection. If necessary, a listed paragraph may contain additional sentences that apply only to that paragraph.
3. Capitalize the first word of each sentence.
4. End each sentence with a period.
5. Use sentences that, when read with the lead in, form a complete thought and that respond, in substance and in form, to that lead in.
6. If necessary, further break down a list:
  - (a) Into two or more subdivisions.
  - (b) Into two or more items. Items:
    - (i) Are designated by lower case roman numerals in parentheses.
    - (ii) May not be broken down into smaller units.

Note:

- If necessary, the lead-in phrase should indicate whether the enumerated elements are cumulative ("...ALL OF THE FOLLOWING APPLY") or alternative ("...ANY OF THE FOLLOWING APPLIES").
- All items in the list should belong to the same class. In other words, the list must have a common theme.

## 5.18 USE OF MODIFIERS

To avoid ambiguity the drafter must be careful to modify only the words the drafter intends to modify. For example, "an unmarried student, parent or pregnant woman" is ambiguous since it is not clear what "unmarried" modifies. Similarly, "a licensee may hunt moose, deer or ducks that are not on the endangered species list" is ambiguous.

In the first example, the drafter should write either "a parent, a pregnant woman or an unmarried student" or "an unmarried person who is a student, a parent or a pregnant woman", depending on the legislation's intent.

In the second example, if the drafter intends the modifier to apply to all of these animals, the drafter should use the following format:

- A licensee may hunt any of the following if the animal is not on the endangered species list:
1. Moose.
  2. Deer.
  3. Ducks.

But if the drafter intends to modify only one of these terms, the drafter should state "a licensee may hunt ducks that are not on the endangered species list, moose and deer".



### **5.19 USE OF "AMOUNT" AND "NUMBER"**

"Amount" is used to refer to something as a mass (a certain amount of money).

"Number" is used to refer to individual items (a large number of plants).

### **5.20 USE OF "FEWER" AND "LESS"**

"Less" is used to refer to something that is considered as a mass.

"Fewer" is used to refer to individual items.

"Less" applies to quantity, size and measurement.

"Fewer" applies to number and counting.

Since "fewer" applies to number, in making numerical comparisons, use "fewer", not "less": "IF THERE ARE *FEWER* APPLICANTS IN THE CURRENT FISCAL YEAR THAN IN THE PRECEDING FISCAL YEAR . . ."

Frequently the ideas of quantity and number are indistinguishable, and either "less" or "fewer" is acceptable: "IF THE EMPLOYEE WORKS *LESS* (or) *FEWER* THAN ONE HUNDRED DAYS IN A YEAR . . ." and "HOSPITALS THAT EMPLOY *LESS* (or) *FEWER* THAN THIRTY NURSES".

Sometimes an apparently numerical expression is obviously a unitary measure and therefore requires "less". One million dollars is understood to be a sum of money, not a number of units. Likewise, a population of one million is used as a quantity, not as one more person added to 999,999. Thus it is appropriate to write "*LESS* THAN ONE MILLION DOLLARS" and "A POPULATION OF *LESS* THAN ONE MILLION PERSONS".

### **5.21 USE OF "BIENNIALLY" AND "BIANNUALLY"**

"Biennially" means once every two years. "Biannually" means twice a year.

Note: Use "once every two years", not "biennially", and "semiannual" or "twice a year", not "biannually".

### **5.22 USE OF "BIMONTHLY" AND "SEMIMONTHLY"**

"Bimonthly" means once every two months. "Semimonthly" means twice a month.

### **5.23 USE OF "CONSECUTIVE" AND "SUCCESSIVE"**

The words "consecutive" and "successive" each mean following one after the other. However, "consecutive" stresses immediacy in following and implies that no interruption or interval occurs (four consecutive days). "Successive" may apply to things of the same kind or class that follow each other regardless of the length of interval between the events (four successive paydays).

## **5.24 USE OF "CONTINUAL" AND "CONTINUOUS"**

"Continual" refers to an action that occurs repeatedly over a period of time. "Continuous" refers to an action that is in uninterrupted flow.

## **5.25 USE OF "ASSURE", "ENSURE" AND "INSURE"**

"Assure" means to make certain or to try to increase another's confidence. "Ensure" means to make certain or guarantee. "Insure" means to indemnify or procure insurance for something.

## **5.26 USE OF "EXCEPT" AND "PROVIDED"**

Exceptions are a method of limiting the application of an act. Exceptions and provisos are legally differentiated for purposes and pleadings and proof. The more readily understandable and grammatically simple "except" is preferred in drafting because of the occasional casual use of "provided" as a conjunction. The preferred approach, however, is the use of a direct statement such as:

"This article does not apply to. . ." (to state an exception).

"The eligibility of a member of the board terminates if that member fails to maintain a current license to practice. . ." (to state a condition subsequent that is often stated as a proviso).

## **5.27 USE OF "FARTHER" AND "FURTHER"**

"Farther" indicates distance. "Further" indicates time, quantity or degree.

## **5.28 USE OF "FUNDS" AND "MONIES"**

"Funds" is roughly synonymous with "accounts". Use "funds" if referring to assets that are set apart for a specific objective or on deposit on which checks or drafts can be drawn. Use "monies" if referring to cash or sums of money. For example, the legislature appropriates monies from the state general fund to state agencies.

## **5.29 USE OF "IF", "WHERE" AND "WHEN"**

Use "if" not "where" or "when" to introduce a hypothetical situation unless the place or time is relevant.

## **5.30 USE OF "INCLUDES"**

The word "includes" or "including" is defined in § 1-215, A.R.S., as meaning "*not limited to and is not a term of exclusion*". This definition applies to all the statutes and laws of this state.

→ → →

Therefore, the words "include", "includes" and "including", when used by themselves to introduce a list of examples, are words of "inclusion", not of limitation or exclusion. It is therefore unnecessary, and occasionally confusing and erroneous, to use the phrase "includes, *but is not limited to*". Since "includes" is not exhaustive, the words "*but is not limited to*" are redundant, add nothing and invite misinterpretation.

Note: Drafters should be aware of the following circumstances that may affect the use of "include":

- When the phrase "may include" is used to introduce a list of administrative powers or other authorized activities, using the word "may" turns the phrase into substantive statutory authority, not merely a list of examples. Since agencies have only those powers specifically authorized by law, the following list thereby becomes *exclusive*.
- The legislature may want to make absolutely certain that hostile administrators will not limit the application of the provision to only the listed items.

Neither of these instances justifies redundancy by using the phrase "*but is not limited to*". Instead, it is preferable to draft the last entry in the following list essentially to say "*et cetera*" with phrases such as "provide other similar services to clients" or "perform other tasks of a similar nature" that clearly state an open-ended administrative authorization.

## **5.31 USE OF "SHALL" AND "MAY"**

### Shall

"Shall" is properly used to indicate that something is mandatory. Use "shall" to prescribe a rule of conduct, rather than to declare a legal result. Don't say "the equipment shall remain the property of the United States". **Instead use:** "The equipment remains ...". Avoid using "shall" to confer a right as with "the director shall receive compensation". Instead use "the director's compensation is" or "the director is eligible to receive compensation".

Note: Shall not literally imposes a duty not to act. (See §§ 5.14 and 5.15 for examples of the improper use of "shall".)

The drafter also may use "must" to indicate the imperative ("The report must include" rather than "The report shall include") and to describe a condition precedent or a qualification ("An applicant must be at least eighteen years of age").

## May

"May" is permissive and confers a privilege or power. Normally the use of "may" implies discretion or permission.

Use "may" when giving the officer or agency the option of acting or not acting.

Note: May not imposes a prohibition.

### Incorrect use with a negative subject

Avoid the negative subject with affirmative "shall" as in "No person shall". Literally, this means that no one is required to act. It negates the obligation but not the permission to act. However, "no person may" negates the permission also and is in reality the stronger proscription. Strict rules of drafting suggest the desirability of reversing subject and verb. The legal subject should be stated affirmatively and preferably in the single case, as "a person shall not".

### Consequences of inconsistent or inaccurate use

The inconsistent or inaccurate use of "shall" and "may" has occasionally allowed judicial selection rather than legislative direction to determine the applicable verb form in laws. Additionally, even if "may" is used, the courts have imposed an affirmative duty if the object of the statute shows such a legislative intent. Pioneer Mutual Benefit Assn. v. Corp. Commission, 59 Ariz. 112, 123 P.2d 828 (1942). A prime drafting concern is to preserve the distinction between mandatory and permissive directives.

## **5.32 USE OF "SUCH"**

Do not use the word "such" as a demonstrative adjective to point to someone or something previously referred to. The use of "such" in this way is awkward and contrived and often causes confusion. Use words such as "that", "the", "these", "those", "them" and "it". For example, say "and that person may apply...". Do not say "and such person may apply ... ". "Such" may be used with "as" to list examples ("items such as office supplies").

## **5.33 USE OF "THAT" OR "WHICH"**

When "that" is properly used, the meaning of the sentence is not complete without the "that" clause. The clause is not set off by commas.

When "which" is properly used, it introduces a nonrestrictive clause that gives additional, supplemental or descriptive, but nonessential, information about the word modified. And since the meaning of the sentence is complete without the "which" clause, commas are used to enclose the clause.

→ → →

Note: The use of "which" is uncommon in good bill drafting because nonessential information is usually inappropriate for statutory language.

Therefore, it is correct to say "a fence that conforms to this section is exempt from section 36-101." It is incorrect to say "a fence which conforms to this section ...".

#### **5.34 USE OF "THEREFORE" AND "THEREFOR"**

"Therefore" indicates a conclusion. "Therefor" indicates in place of, in return for or because of.

#### **5.35 USE OF "THROUGH"**

The word "through" means "to and including" when used in reference to a series of three or more statute sections, subsections, paragraphs, subdivisions or items; e.g., "sections 13-111 through 13-114". If a series of section numbers contains a ".01" in between, "through" should not be used.

#### **5.36 USE OF "CERTIFIED MAIL" AND "REGISTERED MAIL"**

"Certified" and "registered" mail are frequently confused. Both provide the sender with a receipt to document the mailing. However, with registered mail a postal worker must write a receipt each time the item is passed from one worker to another. As a result, registered mail is more expensive than certified mail. Since the risk of nondelivery with certified and registered mail is slight, the drafter should use the term "certified mail" to require the documentation of a mailing.

##### Certified mail, return receipt requested

Adding the words "return receipt requested" requires the postal service (for an extra fee) to also notify the sender of the item's delivery. But the postal service always records that certified mail was delivered and, if asked, will document delivery, although for a higher fee than if a return receipt was originally requested.

If it appears that there will probably be infrequent need for proving delivery, it might be less expensive over time for an agency to rely on backup proof of delivery, rather than to require a return receipt at every mailing.

#### **5.37 USE OF "PERSON" AND "INDIVIDUAL"**

Use "person" if you want to apply a law to human *and* nonhuman entities. Use "person" if you want a law to apply only to humans and it is clear from the context that the law cannot apply to nonhuman entities. For example, use "person" if the law relates to marriage. Only use "individual" if you want to limit the law to humans and this application is otherwise not apparent from the context.

**CHAPTER 6**  
**AMENDMENTS**

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- 6.1 Amendments in General
- 6.2 Blank Amendments
- 6.3 Blank Amounts
- 6.4 Capitalization
- 6.5 Conforming Title
- 6.6 Hyphenated Words
- 6.7 Identical Changes on a Single Page
- 6.8 Inserting New Language
- 6.9 Page Designation
- 6.10 Punctuation
- 6.11 Restoring Stricken Language
- 6.12 Section Headings
- 6.13 Strike Everything Amendments
- 6.14 Striking and Inserting Bill Language
- 6.15 Striking Language From a Bill

## **CHAPTER 6**

### **AMENDMENTS**

#### **6.1 AMENDMENTS IN GENERAL**

Amendments vary as to form and style depending on whether they are house or senate amendments, committee amendments, floor amendments, conference committee amendments or amendments to amendments. Appendix A contains a sample format for each kind of amendment. But in general, all amendments must:

- Be line numbered on the left margin.
- Reference a printed bill, a House engrossed bill, a Senate engrossed bill, a committee amendment or a proposed amendment.
- Enclose all references to text changes in quotation marks.
- In the lower left hand corner of the (last) page, state the time and date of the amendment preparation as follows:

3/03/99

10:53 a.m.

drafter's initials in caps or lowercase

- End with the words

Amend title to conform [from the left margin]

#### **6.2 BLANK AMENDMENTS**

A legislator may request that a drafter prepare an amendment before the legislator knows what bill will be amended. The drafter can do so by preparing an amendment in blank. The drafter is usually asked to prepare a strike everything amendment in the blank format. But if the legislator anticipates adding language to an existing bill, introduce the new language as follows:

After line \_\_, insert:

### **6.3 BLANK AMOUNTS**

If the drafter has used a blank space in a bill draft to designate an as yet to be determined amount (for example, "The sum of \$\_\_\_\_\_ is appropriated...") use the following instruction to fill in the blank:

Page 2, line 3, strike "\$\_\_\_\_\_" insert "\$2,000".

### **6.4 CAPITALIZATION**

If the drafter is adding a word or words to the beginning of a sentence it is unnecessary to include an instruction to lower case the word that had appeared first in the original sentence. And if an amendment removes words it is unnecessary to include an instruction to capitalize the now first word in the sentence.

### **6.5 CONFORMING TITLE**

End all amendments with "Amend title to conform".

### **6.6 HYPHENATED WORDS**

If an amendment changes part of a hyphenated word, strike the entire word. For example, to replace the word "twenty-five" with "twenty-eight" the amendment must direct that the entire word "twenty-five" be stricken.

### **6.7 IDENTICAL CHANGES ON A SINGLE BILL PAGE**

List identical changes on a single bill page in one instruction if there are no intervening amendments. For example:

Page 3, lines 4, 7, 8 and 11, strike "director"  
Line 12, after the first "the" insert "DEPUTY"  
Lines 14, 19 and 32, strike "director"

### **6.8 INSERTING NEW LANGUAGE**

- Show new language to be added to statutory or existing session law in UPSTYLE letters. Show new language to be added to proposed session law in downstyle.

- To insert new language at a point between two lines, state:

Page 1, between lines 3 and 4, insert:  
"C. THE DIRECTOR SHALL..."

- To insert new language at a point that follows the last line on a page, state:

Page 4, after line 40, insert:  
"Sec. 3. Repeal  
Section 36-5928, Arizona Revised Statutes, is repealed."



- If adding another statutory unit changes the numbering or lettering of subsequent statutory units, state "Renumber to conform" or "Reletter to conform" on the next line.
- If the amendment is inserting material, the drafter may use a colon after the word "insert" only if the amendment is adding a complete section, subsection, paragraph, subdivision or item. Otherwise, state:

Page 10, line 3, strike "such" insert "THE"

## 6.9 PAGE DESIGNATION

Designate the page of the bill or the amendment being amended only once with the first amendment to that page. For example:

Page 1, line 6, strike "both"  
 Line 12, strike "and"  
 Line 14, strike "director"

However, if the amendment to a particular page carries over to the next page of the amendment the drafter should repeat the page designation once on that next page.

## 6.10 PUNCTUATION

Amendments must include changes to punctuation. For example:

Page 3, line 18, strike "make,"  
 Line 20, after "RECEIVE" strike the comma  
 Line 34, after "section" insert a period strike remainder of line  
 Line 40, after "October 3" insert a comma  
 Line 42, after "months" insert ", NOR MORE THAN ONE YEAR"

## 6.11 RESTORING STRICKEN LANGUAGE

To restore language that is shown as stricken in a bill the amendment must state, for example:

Page 2, line 5, strike "~~department~~" insert "department"

Note: To restore a complete unit of text that is stricken in the bill, state:

Page 3, strike lines 12 through 15, insert: (Insert previously  
 stricken text)  
 "B. On the director's written request, the attorney general shall conduct an investigation into alleged cases of fraud. The attorney general shall complete this investigation not later than thirty days after receiving this request."

## **6.12 SECTION HEADINGS**

To amend a section heading, include the underline when striking or adding language. Do not show new material in upstyle. For example:

Page 2, line 5, strike "fine" insert "penalty"

## **6.13 STRIKE EVERYTHING AMENDMENTS**

- To strike an entire bill, always use the following language:

Strike everything after the enacting clause and insert:

- To strike a resolution, state:

Strike everything after the resolving clause and insert:

Note: If there is language preceding the resolving clause, the drafter should strike the language before and after the resolving clause using the appropriate page and line numbers.

- To strike a memorial, state:

Strike everything after the representing clause and insert:

## **6.14 STRIKING AND INSERTING BILL LANGUAGE**

Strike all material in one block before inserting new material. For example:

Strike pages 4 through 10, insert:  
(Insert language in indented format.)

Note: If the amendment is making extensive changes to a subsection, paragraph, subdivision, item or line that already has stricken and new material in it, the drafter should strike the entire unit or sentence and insert it in the desired form. This will make the amendment easier to follow and avoid any mistakes in the engrossing process.

## **6.15 STRIKING LANGUAGE FROM A BILL**

- To strike an entire bill section (e.g., "Sec. 2. Section 36-2995, A.R.S., is amended to read...") or another complete unit (i.e., a subsection, paragraph, subdivision or item) state:

Page 3, strike lines 7 through 21 (Do not use "to" and "inclusive" and do not insert any text)

- If striking this language changes the numbering of subsequent bill sections or paragraphs or items within a bill section, on the following line state:

Renumber to conform

- If striking the language changes the lettering of subsections or subdivisions, on the following line state:

Reletter to conform

Note: This instruction will not correct internal references within subsections, paragraphs, subdivisions or items or within other bill sections in the text. The drafter must use the amendment to specifically make internal reference conforming changes.

- To strike a word or words from a line, state:

Page 2, line 4, strike "department"

If "department" appears more than once in the same line, specify which "department" by stating either:

Page 2, line 6, after "any" strike "department"  
Page 2, line 6, strike the second "department"

- To strike three lines, state:

"Page 9, strike lines 4, 5 and 6"

- To strike more than three lines, state:

"Page 9, strike lines 4 through 7"

- To strike more than one word or a series of words from a line use a semicolon to separate the instructions as follows:

Line 14, strike "one" insert "TWO"; strike "monies"

- If the stricken language continues on part of the next line of the bill, state:

Lines 8 and 9, strike "of the monies"

Note, however, that if there are additional changes to the second line the instruction must state:

Line 8, strike "of the"  
Line 9, strike "monies"; after "property" insert "fund"

→ → →

- If the stricken language continues on consecutive lines from one page to the next, state:

Page 13, line 44, after the period strike remainder of line  
Strike lines 45 through 48  
Page 14, strike lines 1 through 5

- To remove language from a bill that is a portion of existing law within a section, state:

Page 2, line 1, strike "violation of this section"  
(The engrossed bill would then show the existing law with a line through it.)

- To strike language that is shown as new statutory material in the bill, state:

Page 2, line 1, strike "VIOLATION OF THIS SECTION"

- If numerous changes are made to a line, strike the whole line of text from the bill and reinsert the line with the desired changes.

## APPENDICES

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Appendix A	Samples
Appendix B	Rules and Deadlines
Appendix C	Bill Draft Checklist
Appendix D	Bibliography

APPENDIX A  
SAMPLES

SAMPLE NO. 1  
Appropriation

REFERENCE TITLE: appropriation; hydrologic study

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

MAKING AN APPROPRIATION TO THE DEPARTMENT OF WATER RESOURCES FOR A HYDROLOGIC  
STUDY OF THE SIERRA VISTA SUBBASIN.

- 1 Be it enacted by the Legislature of the State of Arizona:
- 2 Section 1. Appropriation; purpose; exemption
- 3 A. The sum of \$100,000 is appropriated from the state general fund
- 4 in fiscal year 2001-2002 to the department of water resources for the
- 5 purpose of conducting a hydrologic data collection study in the Sierra
- 6 Vista subbasin of the upper San Pedro river groundwater basin.
- 7 B. The appropriation made in subsection A of this section is exempt
- 8 from the provisions of section 35-190, Arizona Revised Statutes, relating
- 9 to lapsing of appropriations.

SAMPLE NO. 2  
Supplemental Appropriation

REFERENCE TITLE: appropriation; Clifton flood control

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

MAKING A SUPPLEMENTAL APPROPRIATION TO THE DIVISION OF EMERGENCY  
MANAGEMENT OF THE DEPARTMENT OF EMERGENCY AND MILITARY AFFAIRS FOR THE  
CLIFTON FLOOD CONTROL PROJECT.

1 Be it enacted by the Legislature of the State of Arizona:  
2       Section 1. Appropriation; purpose; exemption  
3       A. In addition to the appropriation made by Laws 2000, chapter 67,  
4 section 1, the sum of \$2,000,000 is appropriated from the state general  
5 fund in fiscal year 2001-2002 to the division of emergency management of  
6 the department of emergency and military affairs for use by the division  
7 in completion of the Clifton flood control project.  
8       B. The appropriation made in subsection A of this section is exempt  
9 from the provisions of section 35-190, Arizona Revised Statutes, relating  
10 to lapsing of appropriations, except that all monies remaining unexpended  
11 or unencumbered after completion of the project revert to the state  
12 general fund.

**Note the use of the word "supplemental" in the bill title.**

SAMPLE NO. 3  
Adding a Section to the Statutes

REFERENCE TITLE: juvenile victims' rights; implementation fee

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

AMENDING TITLE 8, CHAPTER 2, ARTICLE 2.1, ARIZONA REVISED STATUTES, BY  
ADDING SECTION 8-230.03; RELATING TO JUVENILE VICTIMS' RIGHTS.

1 Be it enacted by the Legislature of the State of Arizona:  
2 Section 1. Title 8, chapter 2, article 2.1, Arizona Revised  
3 Statutes, is amended by adding section 8-230.03, to read:  
4 8-230.03. Implementation fee  
5 BEGINNING ON JULY 1, 2003, FOR ALL JUVENILES ADJUDICATED DELINQUENT  
6 FOR OFFENSES INVOLVING A VICTIM, INCLUDING THOSE OFFENSES THAT ARE  
7 ADJUSTED PURSUANT TO SECTION 8-230.01, THE JUVENILE PROBATION OFFICER  
8 SHALL ASSESS THE PARENT OF A DELINQUENT A FEE OF FIFTEEN DOLLARS UNLESS,  
9 AFTER DETERMINING THE INABILITY OF THE PARENT TO PAY THE FEE, THE JUVENILE  
10 PROBATION OFFICER ASSESSES A LESSER AMOUNT. MONIES ASSESSED PURSUANT TO  
11 THIS SECTION SHALL BE PAID TO THE CLERK OF THE SUPERIOR COURT. THE CLERK  
12 OF THE SUPERIOR COURT SHALL TRANSMIT ALL MONIES COLLECTED FROM THIS  
13 ASSESSMENT TO THE STATE TREASURER FOR DEPOSIT IN THE VICTIMS' RIGHTS  
14 IMPLEMENTATION REVOLVING FUND ESTABLISHED BY SECTION 41-191.06.  
15 Sec. 2. Requirements for enactment; two-thirds vote  
16 Pursuant to article IX, section 22, Constitution of Arizona, this  
17 act is effective only on the affirmative vote of at least two-thirds of  
18 the members of each house of the legislature and is effective immediately  
19 on the signature of the governor or, if the governor vetoes this act, on  
20 the subsequent affirmative vote of at least three-fourths of the members  
21 of each house of the legislature.

**Note: This sample also demonstrates the only way legislation passed with a Proposition 108 section can be made to go into practical effect on a date other than its official effective date, which is the date it is signed by the governor. The drafter accomplished this by introducing the appropriate language with "Beginning on July 1, 2003".**



SAMPLE NO. 4  
Adding an Article

REFERENCE TITLE: public employees; disclosure of information

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

AMENDING TITLE 38, CHAPTER 3, ARIZONA REVISED STATUTES, BY ADDING ARTICLE 9; RELATING TO DISCLOSURES BY PUBLIC EMPLOYEES.

1 Be it enacted by the Legislature of the State of Arizona:  
2 Section 1. Title 38, chapter 3, Arizona Revised Statutes, is  
3 amended by adding article 9, to read:  
4 ARTICLE 9. DISCLOSURE OF INFORMATION BY PUBLIC EMPLOYEES  
5 38-531. Definitions  
6 IN THIS ARTICLE, UNLESS THE CONTEXT OTHERWISE REQUIRES:  
7 1. ☐EMPLOYEE☐ INCLUDES ANY PERSON WHO IS AN OFFICER OR EMPLOYEE  
8 WHETHER PAID ON A FULL-TIME, PART-TIME OR CONTRACT BASIS BY A GOVERNMENTAL  
9 UNIT.  
10 \* \* \*  
11 38-532. Prohibited personnel practice; classification  
12 A. IT IS A PROHIBITED PERSONNEL PRACTICE FOR AN EMPLOYEE WHO HAS  
13 CONTROL OVER PERSONNEL ACTIONS TO TAKE REPRISAL AGAINST A PERSON FOR A  
14 DISCLOSURE OF INFORMATION BY THE PERSON, UNLESS THE DISCLOSURE IS  
15 PROHIBITED BY LAW, THAT THE PERSON REASONABLY BELIEVES EVIDENCES:  
16 1. A VIOLATION OF ANY LAW OR RULE.  
17 2. MISMANAGEMENT, A GROSS WASTE OF MONIES, AN ABUSE OF AUTHORITY OR  
18 A SUBSTANTIAL AND SPECIFIC DANGER TO PUBLIC HEALTH OR SAFETY.  
19 B. A PERSON WHO VIOLATES THIS SECTION IS GUILTY OF A CLASS 1  
20 MISDEMEANOR.

SAMPLE NO. 5  
Adding a Chapter

REFERENCE TITLE: Arizona professional corporation act

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

REPEALING TITLE 10, CHAPTER 20, ARIZONA REVISED STATUTES, AS TRANSFERRED AND  
RENUMBERED BY LAWS 1994, CHAPTER 223, SECTION 13; AMENDING TITLE 10, ARIZONA  
REVISED STATUTES, BY ADDING A NEW CHAPTER 20; RELATING TO PROFESSIONAL  
CORPORATIONS.

Be it enacted by the Legislature of the State of Arizona:

Section 1. Repeal

Title 10, chapter 20, Arizona Revised Statutes, as transferred and  
renumbered by Laws 1994, chapter 223, section 13, is repealed.

Sec. 2. Title 10, Arizona Revised Statutes, is amended by adding a new  
chapter 20, to read:

CHAPTER 20

PROFESSIONAL CORPORATIONS

ARTICLE 1. GENERAL PROVISIONS

10-2201. Definitions

IN THIS CHAPTER, UNLESS THE CONTEXT OTHERWISE REQUIRES:

1. "DISQUALIFIED PERSON" MEANS AN INDIVIDUAL OR ENTITY THAT IS NOT OR  
CEASES TO BE A QUALIFIED PERSON.

2. "FOREIGN PROFESSIONAL CORPORATION" MEANS A CORPORATION OR  
ASSOCIATION FOR PROFIT INCORPORATED FOR THE PURPOSE OF RENDERING PROFESSIONAL  
SERVICES UNDER A LAW OTHER THAN THE LAW OF THIS STATE.

3. "LICENSE" OR "LICENSED" MEANS ANY LICENSE, AUTHORIZATION,  
CERTIFICATE, REGISTRATION, CERTIFICATE OF REGISTRATION, MEMBERSHIP OR OTHER  
EVIDENCE OF THE SATISFACTION OF THE REQUIREMENTS OF THIS STATE FOR THE  
PRACTICE OF A PROFESSIONAL SERVICE.

4. "LICENSING AUTHORITY" MEANS THE OFFICER, BOARD, AGENCY, COURT OR  
OTHER AUTHORITY IN THIS STATE EMPOWERED BY LAW TO LICENSE OR OTHERWISE  
AUTHORIZE THE RENDITION OF A PROFESSIONAL SERVICE.

5. "PROFESSIONAL CORPORATION" OR "DOMESTIC PROFESSIONAL CORPORATION"  
MEANS A CORPORATION FOR PROFIT THAT IS NOT A FOREIGN PROFESSIONAL CORPORATION  
AND THAT IS INCORPORATED UNDER OR SUBJECT TO THIS CHAPTER.

\* \* \*

SAMPLE NO. 6  
Repealing a Statutory Section

REFERENCE TITLE: teachers' retirement

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

REPEALING SECTIONS 15-1427 THROUGH 15-1436, ARIZONA REVISED STATUTES;  
RELATING TO TEACHERS' RETIREMENT.

- 1 Be it enacted by the Legislature of the State of Arizona:
- 2       Section 1. Repeal
- 3       Sections 15-1427 through 15-1436, Arizona Revised Statutes, are
- 4 repealed.

**Note:** The use of "through" is possible here only because there are no intervening statutory sections that are designated by the use of a decimal point. If there were a section 15-1427.01, the draft would need to read "Sections 15-1427, 15-1427.01 and 15-1428 through 15-1436, Arizona Revised Statutes, are repealed."

SAMPLE NO. 7  
Repealing a Section and Replacing It  
With an Identically Numbered Section

REFERENCE TITLE: mortgage; default; resale

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

REPEALING SECTION 12-1624, ARIZONA REVISED STATUTES; AMENDING TITLE 12, CHAPTER 9, ARTICLE 7, ARIZONA REVISED STATUTES, BY ADDING A NEW SECTION 12-1624; RELATING TO SALES UNDER EXECUTION.

1 Be it enacted by the Legislature of the State of Arizona:  
2       Section 1. Repeal  
3       Section 12-1624, Arizona Revised Statutes, is repealed.  
4       Sec. 2. Title 12, chapter 9, article 7, Arizona Revised Statutes,  
5 is amended by adding a new section 12-1624, to read:  
6       12-1624. Liability of bidder for failure to pay; resale and  
7               recovery of loss and costs  
8       IF THE PURCHASER AT THE SALE UNDER EXECUTION DOES NOT PAY THE FULL  
9 BID PRICE AND STATUTORY FEES WITHIN FIVE WORKING DAYS AFTER THE SALE, THE  
10 OFFICER SHALL IMMEDIATELY OFFER THE PROPERTY TO THE SECOND HIGHEST BIDDER  
11 WHO MAY PURCHASE THE PROPERTY AT THE AGREED BID. THE FIVE DAY DEADLINE  
12 PRESCRIBED IN THIS SECTION MAY BE EXTENDED IF AGREED ON IN WRITING BY THE  
13 OFFICER CONDUCTING THE SALE.

**Note the use of the word "new" to introduce the replacement language.**

SAMPLE NO. 8  
Repealing Existing Article

REFERENCE TITLE: private employment agent regulation; repeal

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

REPEALING TITLE 23, CHAPTER 3, ARTICLE 2, ARIZONA REVISED STATUTES;  
RELATING TO PRIVATE EMPLOYMENT AGENTS.

1 Be it enacted by the Legislature of the State of Arizona:  
2       Section 1. Repeal  
3       Title 23, chapter 3, article 2, Arizona Revised Statutes, is  
4 repealed.

SAMPLE NO. 9  
Committee

REFERENCE TITLE: Alzheimer's disease demonstration project

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

ESTABLISHING THE ALZHEIMER'S DISEASE TREATMENT DEMONSTRATION PROJECT.

- 1 Be it enacted by the Legislature of the State of Arizona:  
2 Section 1. Alzheimer's disease treatment demonstration  
3 project oversight committee; membership;  
4 duties; participant requirements  
5 A. The Alzheimer's disease treatment demonstration project  
6 oversight committee is established consisting of the following members:  
7 1. Two members of the senate who are appointed by the president of  
8 the senate and who are members of different political parties. Each even  
9 numbered year the president of the senate shall designate one of these  
10 members to serve as committee chairman. The president of the senate shall  
11 select the first committee chairman.  
12 2. Two members of the house of representatives who are appointed by  
13 the speaker of the house of representatives and who are members of  
14 different political parties. Each odd numbered year the speaker of the  
15 house of representatives shall designate one of these members to serve as  
16 committee chairman.  
17 3. The director of the department of health services or the  
18 director's designee.  
19 4. The director the department of economic security or the  
20 director's designee.

→ → →

5. One physician who is licensed under title 32, chapter 13 or 17, Arizona Revised Statutes. The governor shall appoint this member.

6. One registered nurse practitioner who is licensed under title 32, chapter 15, Arizona Revised Statutes, and who specializes in adult or geriatric care. The governor shall appoint this member.

7. Two private sector providers of services to Alzheimer's disease clients. The governor shall appoint these members.

8. One public member who is appointed by the governor.

B. Appointed members serve at the pleasure of the person who made the appointment.

C. Committee members are not eligible to receive compensation, but members appointed by the governor are eligible for reimbursement of expenses under title 38, chapter 4, article 2, Arizona Revised Statutes.

D. The committee shall develop a demonstration project designed to establish a subclass of licensure for health care institutions that wish to provide treatment to people with Alzheimer's disease and other dementia. The committee shall also:

1. Inform potential providers of the demonstration project and seek letters of intent.

\* \* \*

6. Submit a report regarding the committee's activities and recommendations for administrative or legislative action on or before November 15 of each year to the governor, the president of the senate and the speaker of the house of representatives and provide a copy of this report to the secretary of state and the director of the Arizona state library, archives and public records.

\* \* \*

## Sec. 2. Delayed repeal

This act is repealed from and after June 30, 2005.

SAMPLE NO. 10  
Simple Resolution

REFERENCE TITLE: Parkinson's disease

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . R. \_\_\_\_

Introduced by \_\_\_\_\_

A RESOLUTION

DECLARING APRIL 2002 AS PARKINSON'S DISEASE AWARENESS MONTH.

1           Whereas, more individuals suffer from Parkinson's disease than  
2 multiple sclerosis, muscular dystrophy and Lou Gehrig's disease combined;  
3 and  
4           Whereas, according to the National Parkinson Foundation, the  
5 American Parkinson Disease Association and the National Institute of  
6 Health, there are approximately 1.5 million people in the United States  
7 diagnosed with Parkinson's disease; and  
8           Whereas, the symptoms of Parkinson's disease—stillness, tremor,  
9 rigidity, slowness, poor movement and difficulty with balance and  
10 speaking — are often mistaken for other conditions especially in the  
11 younger adult or in the older adult as a normal part of the aging process;  
12 and  
13           Whereas, anti-parkinsonian drugs can only control some of the  
14 symptoms of Parkinson's disease for a short period of time, and cause in  
15 many cases disabling side effects; and  
16           Whereas, surgical procedures likewise offer only temporary lessening  
17 of certain symptoms and are not a substitute for drugs; and  
18           Whereas, April 2002 has been proclaimed as worldwide Parkinson's  
19 awareness month for all to recognize the need for more research and help  
20 in dealing with the devastating effects of Parkinson's disease; and  
21           Whereas, increased education and research are needed to help find  
22 more effective treatments and ultimately a cure for Parkinson's disease.  
23 Be it resolved by the House of Representatives of the State of Arizona:  
24           That the Members of the House of Representatives proclaim the month  
25 of April 2002 as Parkinson's Disease Awareness Month.



## SAMPLE NO. 11

### Death Resolution

REFERENCE TITLE: Honorable \_\_\_\_\_

```
State of Arizona
(Chamber of Origin)
(Legislature)
(Session)
(Year)
```

\_\_\_\_. C. R. \_\_\_\_\_

Introduced by \_\_\_\_\_

## A CONCURRENT RESOLUTION

ON THE DEATH OF THE HONORABLE \_\_\_\_\_.

1 The Honorable \_\_\_\_\_ passed away at the age of sixty-nine  
2 on \_\_\_\_\_, 20\_\_ in the City of \_\_\_\_\_. At the time of his  
3 death Mr. \_\_\_\_\_ was serving his fifth term in the Arizona House of  
4 Representatives.

5 In 19\_\_ Mr. \_\_\_\_\_ was appointed by Governor \_\_\_\_\_ to  
6 represent District \_\_ in the Arizona House of Representatives and was  
7 first elected to serve in 19\_\_.

8 \* \* \*

9 Known as an extremely conscientious and diligent legislator, he  
10 served as a member of the Appropriations, Agriculture, Natural Resources  
11 and Energy and Public Institutions Committees.

12 He will be missed by his family, his friends and the people of the  
13 State of Arizona.

14 Therefore

15 Be it resolved by the (introducing body) of the State of Arizona, the  
16 (concurring body) concurring:

17 That the Members of the Legislature sincerely regret the passing of  
18 the Honorable \_\_\_\_\_ and extend their most sincere sympathies and  
19 condolences to his wife, \_\_\_\_\_, his daughters, \_\_\_\_\_,  
20 and his other surviving relatives.

SAMPLE NO. 12  
A Concurrent Memorial  
Urging Congress to Propose an  
Amendment to the United States Constitution

REFERENCE TITLE: federal government; engagement in business

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_\_ . C . M . \_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT MEMORIAL

URGING THE CONGRESS OF THE UNITED STATES TO PROPOSE AN AMENDMENT TO THE  
CONSTITUTION OF THE UNITED STATES TO PROHIBIT THE GOVERNMENT OF THE UNITED  
STATES FROM ENGAGING IN ANY COMMERCIAL ENTERPRISE EXCEPT AS SPECIFIED IN  
THE CONSTITUTION OF THE UNITED STATES.

1 To the Congress of the United States of America:

2 Your memorialist respectfully represents:

3 Whereas, the people of the State of Arizona view with growing concern the  
4 interference of the government of the United States in the individual rights and  
5 liberties of all persons.

6 Wherefore your memorialist, the (introducing body) of the State of Arizona, the  
7 (concurring body) concurring, prays:

8 1. That, pursuant to article V of the Constitution of the United States,  
9 the Congress of the United States propose an amendment to the Constitution of the  
10 United States, to be ratified by the legislatures or by conventions in  
11 three-fourths of the several states, as follows:

12 AMENDMENT XXVIII

13 The government of the United States shall not... .

14 \* \* \*

15 2. That the Secretary of State of the State of Arizona transmit a copy of  
16 this Memorial to the President of the United States Senate, the Speaker of the  
17 United States House of Representatives and each Member of Congress from the State  
18 of Arizona.

**Note: A proposed amendment to the United States Constitution may be initiated only by Congress or by application of two-thirds of the state legislatures to call a constitutional convention. A state legislature may participate in the first method only as shown in this sample. A state legislature may initiate a constitutional amendment by calling for a constitutional convention via a concurrent resolution as shown in sample number 13. Ratification of an amendment is shown in sample number 14.**

SAMPLE NO. 13  
A Concurrent Resolution  
Applying to Congress to Call a Convention  
for Proposing Amendments to the United States Constitution

REFERENCE TITLE: federal government; engagement in business

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_\_. C. R. \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT RESOLUTION

APPLYING TO THE CONGRESS OF THE UNITED STATES TO CALL A CONVENTION FOR PROPOSING AN AMENDMENT TO THE CONSTITUTION OF THE UNITED STATES TO PROHIBIT THE GOVERNMENT OF THE UNITED STATES FROM ENGAGING IN ANY COMMERCIAL ENTERPRISE EXCEPT AS SPECIFIED IN THE CONSTITUTION OF THE UNITED STATES.

1       Whereas, the people of the State of Arizona view with growing concern the  
2 interference of the government of the United States in the individual rights and  
3 liberties of all persons.

4 Therefore

5 Be it resolved by the (introducing body) of the State of Arizona, the  
6 (concurring body) concurring:

7       1. That, pursuant to article V of the Constitution of the United States,  
8 the legislature of the State of Arizona formally applies to the Congress of the  
9 United States to call a convention for the purpose of proposing an amendment to  
10 the Constitution of the United States, to be ratified by the legislatures or by  
11 conventions in three-fourths of the several states, as follows:

AMENDMENT XXVIII

12       The government of the United States shall not... .

\* \* \*

13       2. That the Secretary of State of the State of Arizona transmit a copy of  
14 this Resolution to the President of the United States Senate, the Speaker of the  
15 United States House of Representatives and each Member of Congress from the State  
16 of Arizona.  
17  
18



SAMPLE NO. 15  
Concurrent Resolution  
Amendment of the Constitution  
by Addition of New Section

REFERENCE TITLE: property price controls; prohibition

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . C. R. \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT RESOLUTION

PROPOSING AN AMENDMENT TO THE CONSTITUTION OF ARIZONA; AMENDING ARTICLE II, CONSTITUTION OF ARIZONA, BY ADDING SECTION 35; RELATING TO REAL PROPERTY PRICES.

1 Be it resolved by the (introducing body) of the State of Arizona, the  
2 (concurring body) concurring:  
3 1. Article II, Constitution of Arizona, is proposed to be amended  
4 by adding section 35 as follows if approved by the voters and on  
5 proclamation of the Governor:  
6 35. Prohibition on control of real property prices  
7 SECTION 35. AN OWNER OF REAL PROPERTY HAS THE SOLE... .  
8 2. The Secretary of State shall submit this proposition to the  
9 voters at the next general election as provided by article XXI,  
10 Constitution of Arizona.

SAMPLE NO. 16  
Concurrent Resolution  
Amendment of the Constitution  
by Addition of New Article

REFERENCE TITLE: bill drafting

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ C. R. \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT RESOLUTION

PROPOSING AN AMENDMENT TO THE CONSTITUTION OF ARIZONA; AMENDING THE  
CONSTITUTION OF ARIZONA BY ADDING ARTICLE XXIX; RELATING TO BILL DRAFTING.

- 1 Be it resolved by the (introducing body) of the State of Arizona, the  
2 (concurring body) concurring:  
3 1. Article XXIX, Constitution of Arizona, is proposed to be added  
4 as follows if approved by the voters and on proclamation of the Governor:  
5 ARTICLE XXIX. BILL DRAFTING  
6 THE LEGISLATURE MAY ENACT LAWS APPLICABLE TO THE... .  
7 \* \* \*  
8 2. The Secretary of State shall submit this proposition to the  
9 voters at the next general election as provided by article XXI,  
10 Constitution of Arizona.

SAMPLE NO. 17  
Concurrent Resolution  
Constitutional Amendment

REFERENCE TITLE: legislature; terms of members

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . C. R. \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT RESOLUTION

PROPOSING AN AMENDMENT TO THE CONSTITUTION OF ARIZONA; AMENDING ARTICLE IV, PART 2, SECTION 21, CONSTITUTION OF ARIZONA; RELATING TO LEGISLATIVE MEMBERS' TERMS.

1 Be it resolved by the (introducing body) of the State of Arizona, the  
2 (concurring body) concurring:  
3 1. Article IV, part 2, section 21, Constitution of Arizona, is  
4 proposed to be amended as follows if approved by the voters and on  
5 proclamation of the Governor:  
6 21. Terms of members of legislature  
7 Section 21. A. ~~The members of the first Legislature~~  
8 ~~shall hold office until the first Monday in January, 1913.~~  
9 BEGINNING WITH THE FORTY-FOURTH LEGISLATURE IN 1999, the terms  
10 of office of the members of ~~succeeding Legislatures~~ THE HOUSE  
11 OF REPRESENTATIVES AND OF THE MEMBERS OF THE SENATE shall be  
12 ~~two~~ FOUR years.  
13 B. MEMBERS OF THE SENATE AND THE HOUSE OF  
14 REPRESENTATIVES... .  
15 2. The Secretary of State shall submit this proposition to the  
16 voters at the next general election as provided by article XXI,  
17 Constitution of Arizona.

SAMPLE NO. 18  
Concurrent Resolution  
Constitutional Repeal

REFERENCE TITLE: office of mine inspector; repeal

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . C. R.    \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT RESOLUTION

PROPOSING AN AMENDMENT TO THE CONSTITUTION OF ARIZONA; REPEALING ARTICLE XIX, CONSTITUTION OF ARIZONA; RELATING TO THE STATE MINE INSPECTOR.

- 1 Be it resolved by the (introducing body) of the State of Arizona, the  
2 (concurring body) concurring:  
3 1. Article XIX, Constitution of Arizona, is proposed to be repealed  
4 as follows if approved by the voters and on proclamation of the Governor:  
5 Article XIX, Constitution of Arizona, relating to the  
6 establishment of the office of mine inspector, is repealed.  
7 2. The Secretary of State shall submit this proposition to the  
8 voters at the next general election as provided by article XXI,  
9 Constitution of Arizona.



SAMPLE NO. 19  
Conditional Enactment  
(Companion Bill to Concurrent Resolution, Sample No. 18)

REFERENCE TITLE: state mine inspector; qualifications; appointment

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

AMENDING SECTION 27-121, ARIZONA REVISED STATUTES; RELATING TO THE STATE MINE INSPECTOR; PROVIDING FOR CONDITIONAL ENACTMENT.

Be it enacted by the Legislature of the State of Arizona:

Section 1. Section 27-121, Arizona Revised Statutes, is amended to read:

27-121. State mine inspector; appointment; qualifications; duties; deputies; compensation; seal

A. THE OFFICE OF STATE MINE INSPECTOR IS ESTABLISHED. THE GOVERNOR SHALL APPOINT THE STATE MINE INSPECTOR PURSUANT TO SECTION 38-211, AND THE STATE MINE INSPECTOR SERVES AT THE PLEASURE OF THE GOVERNOR.

~~A.~~ B. The state mine inspector shall be a resident of this state FOR at least two years ~~prior to his election~~ BEFORE APPOINTMENT, ~~not under~~ SHALL BE AT LEAST thirty years of age, ~~and~~ shall have been practically engaged in, and acquainted with, mines and mining in this state, ~~and~~ shall have had at least seven years" experience in underground mining.

\* \* \*

~~D.~~ E. The inspector ~~shall~~ IS ELIGIBLE TO receive ~~an annual salary of seventeen thousand dollars and in addition necessary traveling expenses when traveling in discharge of official duties~~ COMPENSATION AS PROVIDED IN SECTION 38-611.

Sec. 2. Conditional enactment

This act does not become effective unless the Constitution of Arizona is amended by vote of the people at the next general election to remove the constitutional requirement for election of the mine inspector.

SAMPLE NO. 20  
Concurrent Resolution  
Constitutional and Statutory Amendment

REFERENCE TITLE: elected state officers

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . C . R . \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT RESOLUTION

PROPOSING AN AMENDMENT TO THE CONSTITUTION OF ARIZONA AND ARIZONA  
REVISED STATUTES; AMENDING ARTICLE V, SECTION 12, CONSTITUTION OF  
ARIZONA; AMENDING SECTION 41-1904, ARIZONA REVISED STATUTES;  
RELATING TO COMPENSATION OF ELECTIVE STATE OFFICERS.

1 Be it resolved by the House of Representatives of the State of Arizona,  
2 the Senate concurring:

3 1. Article V, section 12, Constitution of Arizona, is proposed to  
4 be amended as follows if approved by the voters and on proclamation of the  
5 Governor:

6 12. Compensation of elective state officers;  
7 commission on salaries for elective state  
8 officers

9 Section 12. A. The salaries of those holding ....

\* \* \*

10  
11 2. Section 41-1904, Arizona Revised Statutes, is proposed to be  
12 amended as follows if approved by the voters and on proclamation of the  
13 Governor:

14 41-1904. Recommendations

15 A. The governor shall include, in the budget ....

\* \* \*

16  
17 3. The Secretary of State shall submit these propositions to the  
18 voters at the next general election as separate ballot propositions as  
19 provided by article IV, part 1, section 1 and article XXI, Constitution of  
20 Arizona, and section 19-125, Arizona Revised Statutes.

Note: Both articles IV and XXI are referenced in this example  
because this resolution would make statutory and constitutional changes.

SAMPLE NO. 21  
Concurrent Resolution  
Referendum

REFERENCE TITLE: little Davis-Bacon act; repeal

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . C. R. \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT RESOLUTION

ENACTING AND ORDERING THE SUBMISSION TO THE PEOPLE OF A MEASURE RELATING TO WAGES  
AND HOURS FOR EMPLOYEES UNDER PUBLIC WORKS CONTRACTS.

1 Be it resolved by the (introducing body) of the State of Arizona, the  
2 (concurring body) concurring:

3 1. Under the power of the referendum, as vested in the Legislature,  
4 the following measure, relating to wages and hours for employees under  
5 public works contracts, is enacted to become valid as a law if approved by  
6 the voters and on proclamation of the Governor:

7 AN ACT

8 AMENDING SECTION 34-244, ARIZONA REVISED STATUTES; REPEALING  
9 SECTIONS 34-321, 34-322, 34-324, 34-325 AND 34-326, ARIZONA  
10 REVISED STATUTES; AMENDING TITLE 34, CHAPTER 3, ARTICLE 2,  
11 ARIZONA REVISED STATUTES, BY ADDING A NEW SECTION 34-321;  
12 RELATING TO PUBLIC WORKS CONTRACTS.

13 Be it enacted by the Legislature of the State of Arizona:

14 Section 1. Section 34-244, Arizona Revised Statutes, is  
15 amended to read:

16 \* \* \*

17 2. The Secretary of State shall submit this proposition to the  
18 voters at the next general election as provided by article IV, part 1,  
19 section 1, Constitution of Arizona.

SAMPLE NO. 22  
Joint Resolution

REFERENCE TITLE: Navajo treaty day

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ J. R. \_\_\_\_

Introduced by \_\_\_\_\_

A JOINT RESOLUTION

PROCLAIMING JUNE 1, 1998 AS NAVAJO TREATY DAY IN ARIZONA.

1           Whereas, the Navajo-United States Treaty of 1868 represents a  
2 significant chapter in history in which the Navajo people joined together  
3 to leave prisoner-of-war confinement at Hwéeldi (Fort Sumner, New Mexico)  
4 and begin the "long walk" home; and

5           Whereas, the United States National Archives and Records  
6 Administration has preserved the United States government's copy of  
7 Naaltsoos Sáńí; and

\*       \*       \*

8  
9           Whereas, Northern Arizona University President Clara M. Lovett has  
10 committed to having the university display the 1868 treaty for one year;  
11 and

12           Whereas, the presence of the Navajo-United States Treaty of 1868 on  
13 Northern Arizona University's campus will serve as a catalyst for  
14 substantive discussions about American Indian history, current issues and  
15 future cooperation.

16 Therefore

17 Be it resolved by the Legislature of the State of Arizona:

18           1. That the Members of the Forty-third Legislature and the Governor  
19 of the State of Arizona proclaim June 1, 1998 as Navajo Treaty Day in  
20 Arizona and encourage the citizens of Arizona to take this opportunity to  
21 promote awareness of the history and meaning of the Treaty of 1868.

22           2. That the Secretary of State transmit copies of this Resolution  
23 to the President of the Navajo Nation.

SAMPLE NO. 23  
Simple Memorial

REFERENCE TITLE: sale of electricity; other states

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ M. \_\_\_\_

Introduced by \_\_\_\_\_

A MEMORIAL

URGING THE ARIZONA CORPORATION COMMISSION TO TAKE ACTION REGARDING THE  
SALE OF ELECTRICITY TO OTHER STATES.

- 1 To the Members of the Arizona Corporation Commission:  
2 Your memorialist respectfully represents:  
3 Whereas, recent reports indicate that a public service corporation  
4 in Arizona is selling electricity in other states at rates lower than  
5 those charged to Arizona utility users; and  
6 Whereas, Arizona utility users should not be made to subsidize  
7 utility users of other states.  
8 Wherefore your memorialist, the (introducing body) of the State of  
9 Arizona, prays:  
10 1. That the Arizona Corporation Commission consider prompt action  
11 to investigate and review the sales of electricity to non-Arizona users by  
12 public service corporations and take appropriate action under its  
13 constitutional authority to regulate rates that are consistent with the  
14 public interest.  
15 2. That the Secretary of State transmit copies of this Memorial to  
16 the members of the Arizona Corporation Commission.

SAMPLE NO. 24  
Concurrent Memorial

REFERENCE TITLE: light rail system; support

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . C. M. \_\_\_\_

Introduced by \_\_\_\_\_

A CONCURRENT MEMORIAL

URGING THE PRESIDENT OF THE UNITED STATES TO INSTRUCT CERTAIN FEDERAL AGENCIES TO PROVIDE MONIES TO THE ARIZONA DEPARTMENT OF TRANSPORTATION TO STUDY THE FEASIBILITY OF A MUNICIPAL LIGHT RAIL SYSTEM.

- 1 To the President of the United States of America:  
2 Your memorialist respectfully represents:  
3 Whereas, the unprecedented growth of municipalities in this state  
4 has caused transportation problems for commuters and those in the inner  
5 cities; and  
6 Whereas, the benefits of a municipal light rail system include  
7 reduced air pollution and greater traffic safety and commuter cost  
8 savings; and  
9 Whereas, monies are available to states from the United States  
10 Departments of Transportation and Education and the Environmental  
11 Protection Agency for studies for municipal transportation systems.  
12 Wherefore your memorialist, the (introducing body) of the State of  
13 Arizona, the (concurring body) concurring, prays:  
14 1. That the President of the United States instruct the federal  
15 agencies to provide available monies to the Arizona Department of  
16 Transportation to conduct a study of the feasibility of a municipal light  
17 rail system for Arizona.  
18 2. That the Secretary of State of the State of Arizona transmit  
19 copies of this Memorial to the President of the United States and each  
20 Member of Congress from the State of Arizona.

**SAMPLE NO. 25**  
**Initiative Measure**  
**Amending Constitution**

AN INITIATIVE MEASURE

PROPOSING AN AMENDMENT TO THE CONSTITUTION OF ARIZONA; AMENDING THE CONSTITUTION OF ARIZONA BY ADDING ARTICLE XXIX; RELATING TO EQUALITY OF RIGHTS.

1 Be it enacted by the People of the State of Arizona:

2 The Constitution of Arizona is amended by adding article XXIX, to read:

3 Section 1. The Constitution of Arizona is amended by adding article XXIX, to read:

4 ARTICLE XXIX. EQUAL RIGHTS

5 1. Equal rights of sexes

6 SECTION 1. EQUALITY OF RIGHTS UNDER THE LAW SHALL NOT BE DENIED OR ABRIDGED BY THIS  
7 STATE ON ACCOUNT OF SEX.

**SAMPLE NO. 26**  
**Initiative Measure**  
**Amending Existing Statute**

AN INITIATIVE MEASURE

AMENDING SECTION 13-2910.01, ARIZONA REVISED STATUTES; RELATING TO FIGHTING OF ANIMALS AND BIRDS.

1 Be it enacted by the People of the State of Arizona:

2 Section 1. Section 13-2910.01, Arizona Revised Statutes, is amended to read:

3 13-2910.01. Animal or bird fighting: classification

4 A. A person commits animal OR BIRD fighting by knowingly:

5 1. Owning, possessing, keeping or training any animal OR BIRD with the intent that ~~such~~ THE  
6 animal OR BIRD engage in an exhibition of fighting with another animal OR BIRD.

7 2. For amusement or gain, causing any animal OR BIRD to fight with another animal OR BIRD, or  
8 causing any animals OR BIRDS to injure each other.

9 3. Permitting any act in violation of paragraph 1 or 2 to be done on any premises under ~~his~~ THE  
10 PERSON'S charge or control.

11 B. Animal OR BIRD fighting is a class 6 felony.



SAMPLE NO. 27  
House Proposed Amendment

(Legislature)  
(Session)

APPROP  
H. B. \_\_\_\_\_

PROPOSED

HOUSE OF REPRESENTATIVES AMENDMENTS TO H.B. \_\_\_\_\_

(Reference to printed bill)

- 1 Page 8, line 31, strike "TEN MILLION" insert "SEVENTEEN MILLION FIVE  
2 HUNDRED THOUSAND"  
3 Between lines 40 and 41, insert:  
4 "E. FOR FISCAL YEAR 2005-2006 AND FOR ALL SUBSEQUENT FISCAL  
5 YEARS, NO MONIES MAY BE APPROPRIATED FROM THE ARIZONA HIGHWAY USER  
6 REVENUE FUND FOR USE BY THE DEPARTMENT OF PUBLIC SAFETY."  
7 Reletter to conform  
8 Page 15, line 40, strike "~~monies~~" insert "monies"  
9 Page 16, between lines 5 and 6, insert:  
10 "H. FOR FISCAL YEAR 2005-2006 AND FOR ALL SUBSEQUENT FISCAL  
11 YEARS, NO MONIES MAY BE APPROPRIATED FROM THE STATE HIGHWAY FUND FOR  
12 USE BY THE DEPARTMENT OF PUBLIC SAFETY."  
13 Amend title to conform

CHRISTOPHER BUCKLOW

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 28  
House Committee Amendment

(Legislature)  
(Session)

COMMITTEE ON APPROPRIATIONS  
HOUSE OF REPRESENTATIVES AMENDMENTS TO H.B. \_\_\_\_  
(Reference to printed bill)

- 1 Page 8, line 31, strike "TEN" insert "TWENTY"
- 2 Between lines 40 and 41, insert:
- 3 "E. FOR FISCAL YEAR 2005-2006 AND FOR ALL SUBSEQUENT FISCAL
- 4 YEARS, MONIES SHALL NOT BE APPROPRIATED FROM THE ARIZONA HIGHWAY
- 5 USER REVENUE FUND FOR USE BY THE DEPARTMENT OF PUBLIC SAFETY."
- 6 Reletter to conform
- 7 Page 15, line 40, strike "TEN" insert "TWENTY"
- 8 Page 16, between lines 5 and 6, insert:
- 9 "H. FOR FISCAL YEAR 2005-2006 AND FOR ALL SUBSEQUENT FISCAL
- 10 YEARS, MONIES SHALL NOT BE APPROPRIATED FROM THE STATE HIGHWAY FUND
- 11 FOR USE BY THE DEPARTMENT OF PUBLIC SAFETY."
- 12 Amend title to conform

SUSAN BUCKLOW  
Chairman

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 29  
House Amendment to Proposed Amendment

(Legislature)  
(Session)

ED  
H. B. \_\_\_\_

PROPOSED

HOUSE OF REPRESENTATIVES AMENDMENTS TO H.B. \_\_\_\_

(Reference to the Bucklow 6-page s/e amendment dated 3/19/05)

- 1 Page 5, line 19, after "COMMITTEE" insert "UNTIL DECEMBER 31, 2007"
- 2 Amend title to conform

CHRISTOPHER BUCKLOW

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 30  
House Floor Amendment  
(Reference to printed bill)

(Legislature)  
(Session)

Bucklow  
H. B. \_\_\_\_\_

BUCKLOW FLOOR AMENDMENT  
HOUSE OF REPRESENTATIVES AMENDMENTS TO H.B. \_\_\_\_\_  
(Reference to printed bill)

- 1 Page 9, lines 12 and 13, strike "OR A CONDITIONAL"
- 2 Page 17, lines 21 and 22, strike ", CONDITIONAL"
- 3 Page 18, lines 1, 3 and 5, strike ", CONDITIONAL"
- 4 Page 22, strike line 23
- 5 Page 23, strike lines 1 through 16, insert:
- 6               "36-1940.04. Licensure; exemption
- 7               ANY PERSON WHO IS EMPLOYED BY A SCHOOL, AS DEFINED IN
- 8               SECTION 15-101, ON OR BEFORE MAY 1, 2004 IS EXEMPT FROM THE
- 9               LICENSING REQUIREMENTS OF THIS ARTICLE."
- 10 Amend title to conform

\_\_\_\_\_  
SUSAN BUCKLOW

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 31  
House Floor Amendment  
(Reference to Committee Amendment)

(Legislature)  
(Session)

Bucklow  
H. B. \_\_\_\_\_

BUCKLOW FLOOR AMENDMENT  
HOUSE OF REPRESENTATIVES AMENDMENTS TO H.B. \_\_\_\_\_  
(Reference to the GOVERNMENT Committee amendment)

- 1 Page 1, before line 1, insert:
- 2                   "Page 2, line 10, after "EDUCATION" insert ", AFTER SEEKING
- 3                   INPUT FROM AND IN CONSULTATION WITH THE CONSTRUCTION
- 4                   INDUSTRY,""
- 5       Line 1, strike ", CONSTRUCTION"
- 6 Amend title to conform

\_\_\_\_\_  
SUSAN BUCKLOW

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 32  
House Substitute House Floor Amendment

(Legislature)  
(Session)

Bucklow  
H. B. \_\_\_\_\_

BUCKLOW SUBSTITUTE FLOOR AMENDMENT  
HOUSE OF REPRESENTATIVES AMENDMENTS TO H.B. \_\_\_\_\_

I move the following SUBSTITUTE amendment to the ENVIRONMENT Committee  
Amendment to  
HOUSE BILL 0000 (Reference to printed bill)

- 1 Page 1, line 9, strike the colon
- 2 Strike lines 10 through 19, insert "BE CONSISTENT WITH THE GUIDELINES
- 3 ESTABLISHED BY THE STATE BOARD OF EDUCATION PURSUANT TO SUBSECTION
- 4 D."
- 5 Line 20, after "C." insert "IF A SCHOOL DISTRICT CHOOSES TO PROVIDE
- 6 INSTRUCTION IN ENVIRONMENTAL EDUCATION,"
- 7 Page 2, strike lines 28 and 29, insert:
- 8 "2. INCLUDES A DISCUSSION OF ECONOMIC AND SOCIAL
- 9 IMPLICATIONS."
- 10 Line 31, strike "INFORMATION" insert "COURSES OR PROGRAMS"; strike "OR
- 11 INFORMAL"
- 12 Line 34, strike "AND TECHNOLOGY" insert ", TECHNOLOGY AND RESOURCE
- 13 PRODUCTION"
- 14 Amend title to conform

\_\_\_\_\_  
SUSAN BUCKLOW

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 33  
Senate Proposed Amendment

Health  
S. B. \_\_\_\_

(Legislature)  
(Session)

PROPOSED AMENDMENT  
SENATE AMENDMENTS TO S.B. \_\_\_\_  
(Reference to printed bill)

- 1 Page 2, line 3, strike "OR" insert "ANIMALS OR POULTRY"
- 2 Page 3, strike lines 9 through 13
- 3 Page 4, line 10, strike "domesticated"; strike "animals"
- 4 Line 11, strike "~~person~~" insert "person"
- 5 Strike pages 5, 6 and 7
- 6 Page 8, lines 15, 19, 21 and 25, strike "SUCH" insert "THAT"
- 7 Line 26, after "animal" strike remainder of line
- 8 Amend title to conform

AGNES MARTIN

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 34  
Senate Committee Amendment

S. B. \_\_\_\_

(Legislature)  
(Session)

COMMITTEE ON HEALTH  
SENATE AMENDMENTS TO S.B. \_\_\_\_  
(Reference to printed bill)

- 1 Page 6, strike lines 11 through 31
- 2     Renumber to conform
- 3     Strike lines 42, 43 and 44
- 4 Page 7, strike lines 1 through 4
- 5     Renumber to conform
- 6     Strike lines 12 through 18
- 7     Renumber to conform
- 8     Strike lines 26 through 32
- 9     Renumber to conform
- 10 Page 8, strike lines 24 through 42
- 11     Renumber to conform
- 12 Page 12, strike lines 22 through 43
- 13 Page 18, strike lines 1, 2 and 3
- 14 Amend title to conform

THOMAS CARLYLE  
Chairman

(date)  
(time)  
\_\_:(drafter's initials)

**Note that the word "through" is used only when the instruction is to strike more than three lines.**



SAMPLE NO. 35  
Senate Amendment to Proposed Amendment

Finance  
S. B. \_\_\_\_\_

(Legislature)  
(Session)

PROPOSED AMENDMENT

SENATE AMENDMENTS TO S.B. \_\_\_\_\_

(Reference to Proposed Amendment dated 2/6/05; 8:30 a.m.)

- 1 Page 1, strike lines 25, 26 and 27, insert:  
2       *Line 43, strike "~~seven and one-half~~ FIVE" insert "seven and*  
3       *one-half"*  
4 Page 6, line 3, strike "~~five and one-half~~ THREE AND ONE-HALF" insert "five  
5       and one-half"  
6       Lines 5 and 6, strike "~~seven and one-half~~ FIVE" insert "seven and  
7       one-half"  
8       Line 28, strike "strike "four" and" insert "after counties"  
9       Line 29, strike "FIVE"  
10 Page 2, between lines 24 and 25, insert:  
11       *Page 7, between lines 41 and 42, insert:*  
12       *"J. A PERMITTEE IS ENTITLED TO REDUCE THE PERCENTAGE PAID TO*  
13       *THE STATE AS PROVIDED IN SUBSECTIONS B AND D OF THIS SECTION."*  
14 Amend title to conform

CHRISTOPHER BUCKLOW

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 36  
Senate Floor Amendment  
(Reference to printed bill)

Carlyle  
S. B. \_\_\_\_

(Legislature)  
(Session)

CARLYLE FLOOR AMENDMENT  
SENATE AMENDMENTS TO \_\_. B. \_\_\_\_  
(Reference to printed bill)

- 1 Page 1, strike lines 2 through 22, insert:  
2                   "Section 1. Repeal  
3                   Title 13, chapter 16, Arizona Revised Statutes, is repealed."  
4 Page 3, strike lines 18 through 21, insert:  
5                   "Sec. 4. Transfer of records, monies and personnel  
6                   All records, unspent monies and personnel of the Arizona drug  
7                   control district are transferred on November 1, 2005 to the division  
8                   of narcotics enforcement and criminal intelligence in the department  
9                   of public safety."  
10 After line 37, insert:  
11                   "Sec. 6. Effective date  
12                   This act is effective from and after October 31, 2005."  
13 Amend title to conform

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 37  
Senate Floor Amendment  
(Reference to committee amendment)

Carlyle  
S. B. \_\_\_\_\_

(Legislature)  
(Session)

CARLYLE FLOOR AMENDMENT  
SENATE AMENDMENTS TO S.B. \_\_\_\_\_  
(Reference to COM amendment)

- 1 Page 1, before line 1, insert:  
2                   *Page 1, between lines 7 and 8, insert:*  
3                               "2. 'INFORMATION SERVICES PROVIDER' MEANS AN  
4                               ENTITY THAT PREPARES TELEMARKETING LISTS ON BEHALF OF  
5                               SELLERS OR SOLICITORS."  
6                   Renumber to conform  
7 Page 6, between lines 22 and 23, insert:  
8                   **Page 4, line 33, strike "OBJECT TO RECEIVING" insert "DO NOT WISH TO RECEIVE"**  
9                   **Page 5, line 2, after "THE" insert "MOST EFFICIENT AND INEXPENSIVE"**  
10                   Line 27, strike "JANUARY" insert "FEBRUARY"; strike "APRIL" insert  
11                   "MAY"; strike "JULY" insert "AUGUST"; strike "OCTOBER" insert  
12                   "NOVEMBER"  
13                   Line 28, after the comma insert "OR THE FIRST BUSINESS DAY FOLLOWING  
14                   EACH OF THESE DATES,"  
15                   Strike lines 30, 31 and 32, insert:  
16                   **Page 5, line 10, after the first "THE" insert "MOST EFFICIENT AND INEXPENSIVE";**  
17                   **after "SELLER" insert "OR INFORMATION SERVICES PROVIDER"**  
18                   Amend title to conform

(date)  
(time)  
\_\_:(drafter's initials)

SAMPLE NO. 38  
Conference Committee Amendment

(Legislature)  
(Session)

[FREE] or [SIMPLE] CONFERENCE COMMITTEE AMENDMENTS TO S.B. \_\_\_\_  
(Reference to House engrossed Senate bill)

- 1 Page 1, lines 6 and 10, strike "five" insert "SEVEN"
- 2 Line 15, strike the first "three" insert "FOUR"
- 3 Line 24, strike "TWO" insert "THREE"
- 4 Line 25, after "next" insert "TWO"
- 5 Page 2, line 45, before "Extension" insert "Election of seven member
- 6 board:"
- 7 Line 47, after "act," insert "each community college district governing
- 8 board shall establish seven precincts by August 1, 2004 and shall
- 9 call a special election to be held on or before the second Tuesday
- 10 in December"
- 11 Amend title to conform

(date)  
(time)  
\_:(drafter's initials)

**Note:** A conference committee amendment is almost always designated as "Free". A "Simple" Conference Committee Amendment may not add new language and may only remove language from the version received by the House and the Senate. By contrast, a "Free" Conference Committee Amendment may make any change to the amendment it receives, but may not strike everything after the enacting clause.

SAMPLE NO. 39  
Conference Committee Report

SENATE  
and  
HOUSE OF REPRESENTATIVES

STATE OF ARIZONA

REPORT OF CONFERENCE COMMITTEE

April 7, \_\_\_\_

MR. PRESIDENT:  
MR. SPEAKER:

Your FREE Conference Committee on H.B. 0000, stolen vehicle; chop shops

---

\_\_\_\_\_respectfully recommends: (Reference to Senate engrossed bill)  
That the House accept the Senate amendments with exceptions and the bill  
be further amended.

- 1 Page 2, line 35, strike "TITLE 28" insert "ALL APPLICABLE LAWS"
- 2 Page 4, line 40, after "28-1401.01" insert "OR A BUSINESS ACTING IN GOOD
- 3 FAITH"
- 4 Amend title to conform

SENATE CONFEREES:

HOUSE CONFEREES:

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**Note: The legislators' names are typed below the signature lines.**

SAMPLE NO. 40  
Amending Session Law

REFERENCE TITLE: health education account

State of Arizona  
(Chamber of Origin)  
(Legislature)  
(Session)  
(Year)

\_\_ . B. \_\_\_\_

Introduced by \_\_\_\_\_

AN ACT

AMENDING LAWS 1995, CHAPTER 275, SECTION 9; RELATING TO TOBACCO TAX MONIES.

1 Be it enacted by the Legislature of the State of Arizona:  
2 Section 1. Laws 1995, chapter 275, section 9 is amended to read:  
3 Sec. 9. Health education account; rules; expenditure limit  
4 A. The director of the department of health services shall adopt  
5 rules regarding the expenditure of monies in the health education account  
6 of the tobacco tax and health care fund established pursuant to section  
7 42-1241, subsection B, Arizona Revised Statutes. ~~These~~ THE rules shall  
8 include the means and process for awarding contracts or expending monies,  
9 a mechanism for reviewing any contracts awarded to ensure that the monies  
10 are used in accordance with law and other provisions determined by the  
11 director to be necessary to implement section ~~42-1242.01~~ 42-1244, Arizona  
12 Revised Statutes.  
13 B. Subject to the availability of funds and subsequent to the  
14 adoption and approval of rules required by this section, the director of  
15 the department of health services may expend from the monies contained in  
16 the health education account established pursuant to section 42-1241,  
17 subsection C, paragraph 1, Arizona Revised Statutes, up to ten million  
18 dollars in fiscal year 1995-1996 and up to ~~fifteen~~ TWENTY-FIVE million  
19 dollars in fiscal year 1996-1997, subject to section ~~42-1242.01~~ 42-1244,  
20 Arizona Revised Statutes.

\* \* \*

## APPENDIX B

### LEGISLATIVE COUNCIL

#### DRAFTING RULES AND DEADLINES

##### Rule 22

##### PROCEDURES FOR DRAFTING AND RESEARCH

The executive director shall prescribe rules relating to the form and style of bills and research memorandum and reports, the distribution thereof, the order of drafting bills or performing research, and such other matters relating to the procedure to be followed by the Council staff in rendering its services as may be deemed necessary or advisable by the Council. Any major changes shall be placed before the Legislative Council for approval.

##### Rule 24

##### FORM OF AMENDMENTS

All bills prepared for introduction which propose to amend existing statutes shall show the words to be added in capital letters, and the words to be deleted shall be shown in regular type lined through.

##### Rule 25

##### INTRODUCTION OF BILLS

All legislative measures prepared for introduction shall first be presented to the staff of the Legislative Council for preparation in accordance with legislative form and style and for processing.

##### Rule 26

##### DEADLINE FOR REQUESTING LEGISLATION

A. Every state agency, board and commission shall make its request for each bill, resolution or memorial which it proposes for a regular session of the legislature, from Legislative Council, on or before November 15 of the year next preceding the legislative

session. Every state agency, board and commission must have a legislator agree to sponsor the requested legislation before the legislation is drafted by the Legislative Council staff.

B. Any exception to this Rule must be approved in writing by both the President of the Senate and the Speaker of the House of Representatives.

#### Rule 28

A. A legislator shall request each bill, resolution or memorial which he proposes for introduction in a regular session of the legislature, from Legislative Council, by 5:00 p.m. of the fourteenth calendar day prior to the legislation introduction deadline established by the House and Senate Rules for such regular session, unless the request is for legislation for introduction by approval of the Rules Committee in the House or Senate.

B. Any exception to this Rule must be approved in writing by the Speaker of the House for House requests and the President of the Senate for Senate requests.

#### Rule 29

A. Legislative Council shall prepare and distribute all introduction sets requested for bills, resolutions and memorials for a regular session by the seventh calendar day prior to the legislation introduction deadline established by House and Senate Rules for such regular session.

B. No introduction sets for the regular session shall be prepared by Legislative Council after the seventh calendar day prior to the legislation introduction deadline without approval in writing by the Speaker of the House for House requests and the President of the Senate for Senate requests, except for introduction sets prepared for introduction by approval of the Rules Committee in the House or Senate.



## APPENDIX C

### BILL DRAFT CHECKLIST

#### TITLE CHECK

- |                           |                             |
|---------------------------|-----------------------------|
| _____ Reference Title     | _____ Heading Changes       |
| _____ All sections listed | _____ Conditional Enactment |
| _____ Appropriation       | _____ Delayed Repeal        |

#### BILL CHECK

- \_\_\_\_\_ Enacting Clause
- \_\_\_\_\_ Latest Effective Version of Law
- \_\_\_\_\_ Correct Version of Section
- \_\_\_\_\_ Code Placement
- \_\_\_\_\_ Arrangement & Numbering of sections, subsections, etc.
- \_\_\_\_\_ New Material - "UP" Style
- \_\_\_\_\_ Stricken Material
- \_\_\_\_\_ Definitions (alphabetical)
- \_\_\_\_\_ Special Constitutional and Statutory Provisions
- \_\_\_\_\_ Penalty Provisions
- \_\_\_\_\_ Grandfather/Saving Clause
- \_\_\_\_\_ Effective Date/Emergency/Prop. 108
- \_\_\_\_\_ Sunset
- \_\_\_\_\_ Internal Reference Manual - effect on other laws
- \_\_\_\_\_ Annual Report - defects & suggested improvements
- \_\_\_\_\_ Revised Section Headings
- \_\_\_\_\_ Proofread

## APPENDIX D

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### BIBLIOGRAPHY OF MATERIALS ON BILL DRAFTING AND STATUTORY CONSTRUCTION

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## INDEX

Abolishing an office .....	59, 60
Active voice, use of .....	83
Administrative review .....	46, 47
Age .....	71
Agencies .. .....	76, 77
Amendments	
adding language (see inserting language)	
blank .. .....	92
conforming title .....	93
general requirements .....	92
hyphenated words .....	93
identical changes .....	93
inserting language .....	93, 94
punctuation .....	94
restoring stricken language .....	94
samples .....	126-138
section headings .....	95
strike everything amendments .....	95
striking language .....	95-97
"Amount" .....	86
Appointments .....	27
Appropriations	
bill title .....	9-11
effective dates .....	28, 39
exemption from lapsing .....	29, 30
general .....	27, 28
incidental .....	28, 29
lapsing .....	29, 30
line item veto .....	31
multiple appropriations .....	29
reversion .....	31
samples .....	99, 100
separate .....	28, 29
supplemental .....	28, 29, 100
"Assure" .. .....	87
"Biannually" .....	86
"Biennially" .....	86

Bills	
appropriate use .....	6
enacting clause .....	11, 12
reference titles .....	9
sample .....	8
section headings .....	13
title.....	9-11
Bill requests.....	3
confidentiality .....	4
deadlines.....	140, 141
drafting requirements .....	3
"Bimonthly" .....	86
Boards (Statutory) .....	56-60
election of officers.....	58
initial terms.....	57
new terms .....	58
retention of members.....	59
vacancies .....	58, 59
Capitalization .....	71
Census (See Population)	
Certification.....	49, 50
Certified mail .....	90
Chapter headings (see Headings)	
Citations, proper form of	
A.R.S. ....	73, 74
Arizona Constitution .....	73
definitions.....	37
federal acts .....	72, 73
federal regulations .....	73
funds . ....	44
internal (see A.R.S.)	
special sessions.....	11
Civil penalties (see Penalties)	
Colons (see Punctuation)	
Commas (see Punctuation)	
Commissions (see Boards)	
Committees	
advisory members .....	32
checklist.....	31, 32
compensation.....	32
powers and duties; reports.....	32
sample .....	107, 108
Compensation.....	33

Conditional enactments .....	33-35
examples.....	34, 35
sample .....	118
Conforming legislation.....	35
"Consecutive" .....	86
Constitutional amendments	
U.S. (sample).....	111-113
State (sample).....	114-119
"Continual" .....	87
Continuously appropriated funds (see Funds)	
"Continuous" .....	87
Criminal penalties .....	51-52
Dates (see also Effective dates).....	75, 76
Death resolution .....	110
Definitions .....	35-37
citation.....	37
format .....	36
section headings .....	37
"stuffed" .....	37
Delayed repeal	
of statutes .....	38
of temporary law .....	38
Delegation .....	38, 54, 71, 72
Deposit of monies.....	42-44
Deputy officers.....	39
Dictionary .....	78
Effective dates .....	39-42
appropriations.....	28, 39
conflicts .....	39
delayed .....	41, 42
emergency clauses.....	40, 41
general effective date .....	39
"of this section" .....	42
proposition 108.....	45
retroactivity .....	41
tax measures .....	41
time of day.....	40
vetoed .....	40
Emergency clauses (see Effective dates)	
Enacting clause.....	11, 12
"Ensure" .. .....	87
Ex officio. ....	32
"Except" .. .....	87
"Farther" .. .....	87

Federal poverty level (see Federal statutes and regulations; citation of federal poverty guidelines)	
Federal statutes and regulations	
citation of acts .....	72, 73
citation of federal poverty guidelines.....	73
citation of federal regulations.....	73
delegation issues.....	71, 72
Fees, disposition.....	43
"Fewer" ....	86
Fines .....	51, 52
Fingerprinting.....	42
"Funds" ....	87
Funds .....	42-44
citation of .....	44
continuously appropriated.....	42, 43
establishing a fund.....	43
federal monies and gifts .....	43
fees ....	43
ninety/ten boards .....	43, 44
revolving fund .....	44
transfer of fund monies .....	44
"Further" ..	87
Germaneness .....	16, 17
Grandfather clauses .....	56
Headings	
change .....	44, 45
repeal .....	45
Hearings (review).....	46, 47
Hyphens, use of.....	78
"If" .....	87
"Includes" .....	87, 88
Increases in state revenues .....	45
"Individual" .....	90
Initiatives. ....	22
samples.....	124, 125
"Insure" ....	87
Intent sections.....	47- 49
Internal references .....	15
Interstate compacts.....	46
Judicial review .....	46, 47
Lapsing ....	29-31
Legislative Council; Rules .....	140, 141
Legislative intent (see Intent sections).....	47-49
"Less" ....	86

Liberal interpretation sections.....	49
Licensure . .....	49, 50
Lists; format .....	85
Mail (see Certified mail)	
"May" .....	88, 89
Masculine pronoun.....	84
Memorials .....	19
proper use .....	19, 20
samples .....	122, 123
titles ... ..	20
Model acts (see Short title)	
Modifiers, use of .....	85
"Monies" .. ..	87
New programs; termination (see Program termination)	
Ninety/ten boards .....	43
Nonlapsing clauses (see Lapsing)	
Nonseverability clauses.....	50
"Notarized Statement" (instead of verified).....	82
Notwithstanding clauses.....	50, 51
"Number" .....	86
Numbers .. ..	75
Open meetings.....	51
Penalties	
civil.... ..	51, 52
criminal .....	51, 52
"Person" ... ..	90
Population .....	53
Poverty guidelines (see Federal statutes and regulations)	
"Practical" (see Words and phrases to avoid)	
Present tense.....	83
Procurement code exemption.....	53
Program termination.....	60-62
Pronouns.. ..	84
Proposition 105 .....	24
Proposition 108 (see Increases in state revenues)	
Propositions (see Initiatives) (see Referendums)	
"Provided" .....	87
Punctuation.....	77, 78
Purpose clause (see Intent sections)	
Quorums.. ..	53, 54
Quotations marks (see Punctuation)	
Reference titles.....	9

Referendums.....	23
as condition of enactment.....	33, 34
sample .....	120
Registration .....	50
Regulatory powers (Delegation) .....	38
Reimbursement of expenses.....	33
Renumbering (see Transfer and renumbering)	
Repeals	
conditional.....	35
delayed repeal.....	38
samples .....	104-106
statutes; title format .....	11
temporary (session) law; title format .....	11
Reports (see Committees)	
Resolutions	
proper use .....	19- 21
samples .....	109, 110, 112-121
titles ... ..	20
Retroactivity.....	41
Reversion of appropriation .....	31
Revolving funds (see also Funds) .....	44
Rules	
authority to make.....	54
exemption from rule making .....	54
Retention of rules .....	54, 55
Saving clause.....	55, 56
Section headings.....	13
"Semimonthly" .....	86
Session (temporary) law	
adding amendment of .....	14
proper use of.....	6, 7
repealing.....	7, 15
sample .....	139
Severability clauses .....	50
"Shall" .....	88
Short title. ....	56
Slang, prohibited use .....	69
Special Sessions, citation of.....	11
Spelling ... ..	78
State agencies, names of .....	76, 77
State officers, names of .....	76, 77



Statutory law	
adding .....	14
amending .....	13
arrangement .....	69-71
effective date .....	39
repealing .....	15
transferring and renumbering .....	65, 66
Striker amendments (see Amendments)	
"Successive" .....	86
"Such" .....	89
Sunrise legislation .....	60
Sunset legislation .....	60-62
Superior court, reference to .....	79
Synonyms, use of .....	79
Tax measures .....	62, 63
Technical changes .....	16
Temporary law (see also Session (temporary) law) .....	6, 7
Terms of office .....	57, 58
"That" .....	89, 90
"Therefor" .....	90
"Therefore" .....	90
"Through" .....	90
Time of day .....	75, 76
Transfer of costs .....	63
Transfer of monies .....	44, 63, 64
Transfer of personnel and equipment .....	63-65
Transfer of powers .....	63-65
Transfer and renumbering .....	65, 66
Uniform and model acts .....	66
Vacancy savings .....	67
"Verified statement" .....	82
Veto .....	40
"When" .....	87
"Where" .....	87
"Which" .....	89, 90
Words and phrases to avoid .....	79-82

The 2005 edition of the Arizona Legislative Bill Drafting Manual includes the following changes and additions:

- New sections on the use of interstate compacts (§ 4.17) and uniform and model acts (§ 4.40).

- A clarification that § 1-215, A.R.S., contains definitions that apply all statutes and other laws of this state.

- Sample language to retain current rules when transferring administrative functions from one agency to another. (See § 4.30.)

- When continuing a state board or agency, a reminder to always check the statutory reference to make sure that a name change has not occurred since the last sunset legislation.

- A clarification on how to refer to a beginning date for a program or directive. (See page 76.)

- An updated list of officer and agency names. (See § 5.9.)

- An updated list of words and phrases to avoid. (See § 5.13.)

- A clarification of how to indicate changes to punctuation when preparing an amendment. (See § 6.10.)

- A new sample House floor amendment to an amendment. (See page 130.)